

COMPREHENSIVE PLAN
FOR
EBEY'S LANDING NATIONAL HISTORICAL RESERVE,
WASHINGTON

This comprehensive plan was prepared to meet the requirements of paragraph (b)(1) of Section 508 of the National Parks and Recreation Act of 1978 (P.L. 95-625) and represents the combined efforts of Ebey's Landing National Historical Reserve Planning Committee, the Coupeville Planning Department, the Island County Planning Department, and the Pacific Northwest Region, National Park Service.

May 1980
(Reprinted January 1984)

PACIFIC NORTHWEST REGION
SEATTLE, WASHINGTON

Note: Although we have corrected typographical errors, no attempt has been made to update the content of the 1980 plan. A summary of events that have transpired since the first publication is included to assist the reader.

APPROVED:

Russell E. Dickenson
Director, National Park Service
Washington, D.C.
May 1980



SUMMARY OF EVENTS MAY 1980 - JANUARY 1984

When the Comprehensive Plan was published in May 1980, our ability to carry out the plan for Ebey's Landing National Historical Reserve was seriously in question. As noted on page 46 of this plan, the 300 acre Smith farm at the center of the reserve had been sub-divided and offered for sale in 5-acre parcels. If this sale had been accomplished the historic quality of the farm at the center of the reserve would have been destroyed and both the visual and the economic integrity of the rural farm community seriously diminished.

Fortunately, the owners of the Smith Farm agreed to a combined sale and donation to the National Park Service. On October 26, 1980, the National Park Service purchased the 300 acre Smith Farm for \$2.4 million, far below appraisal value. This purchase assured the future of the reserve and established the National Park Service as a credible land-protection agency in Central Whidbey.

Since the purchase of the Smith Farm, the National Park Service has continued to work in cooperation with Island County and the Town of Coupeville to implement the plan for the protection of this historic rural area. A Land Protection Plan has been developed that explains the National Park Service approach to protecting and preserving critical lands within the reserve. This plan identifies the specific parcels of land and minimum interests needed in those lands to carry out the objectives of the reserve.

The stated goal of the Land Protection Plan is to protect the open space/agricultural lands of the reserve through exchanges or donation of development rights, with outright purchase as the last alternative. The National Park Service does not intend to become a major land owner within the reserve.

In following the priorities set in the Land Protection Plan, the National Park Service has entered into discussions with the main property owners in the critical areas of the reserve. Negotiations should soon be concluded that would involve the trade of agricultural rights on the Smith Farm for the development rights on the adjacent farmland. When these negotiations are finalized, the central prairie, the agricultural heart of the reserve and the original Ebey Donation Land Claim, will be protected from development. In other critical areas, the National Park Service is working together with the Island County Planning Department to negotiate density trade-offs that would allow higher density building in one area of a proposed development in exchange for leaving another part of the area in open space or farmland. These negotiations have required sensitivity to the needs of the property owners and to the realities of a county that is experiencing pressure to develop large tracts of land.

The Trust Board concept has been further refined to meet the proposed management needs of the reserve. The Trust Board will be established pursuant to the Federal Advisory Committee Act, Public Law 92-463. As an Advisory Committee, the Trust Board will serve an initial two-year term working with the Project Manager, Island County, and the Town of Coupeville in developing guidelines for management of the reserve. At the end of this two year training period, management of the reserve may be turned over to the Trust Board.

Much of the on-going work of the reserve now involves research and interpretation of the area. It is important that the public become aware both of the historical significance of the area, and also of the innovative land protection techniques that are being used.

A brochure was published by the Pacific Northwest Regional Office and made available for distribution in the fall of 1983. The brochure provides a detailed history and introduction to the reserve. It is the only NPS interpretation now available to visitors. A park technician has been hired part-time to develop and present interpretive programs on the reserve and to continue research and study of the area. The National Park Service has begun work on the interpretive waysides which will be placed throughout the reserve. The first wayside will be installed at the Coupeville Wharf Site in early 1984.

During the summer of 1983, a study team of three historians and two landscape architects did an in-depth inventory of the reserve's buildings and landscape. The results of their work are being printed in three volumes and will provide an invaluable index of the reserve resources.

The continued success of this land protection plan is dependent on the farmers, landowners and residents of the reserve and their continued appreciation and care of their community. The National Park Service has made possible the setting aside of critical lands by the purchase of farmland and exchange of scenic easements and development rights.

Ebey's Landing National Historical Reserve is an area of scenic beauty and historical integrity. If development can be guided so as to retain these special characteristics the reserve will continue to be a special place where the past is legible and we can see the evolution to our present.

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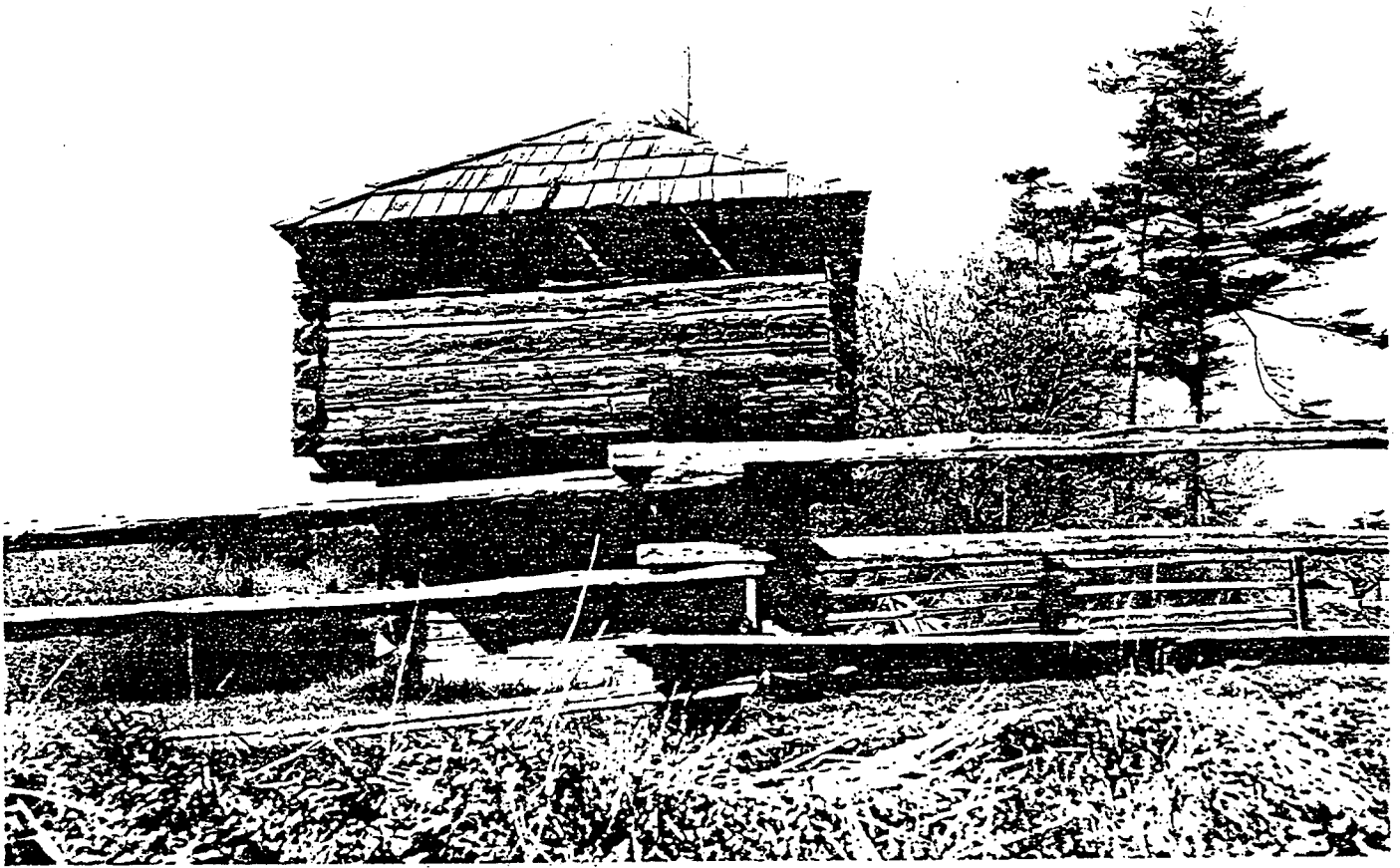
- Coupeville Historic Guidelines and Ordinance 238A

SUMMARY

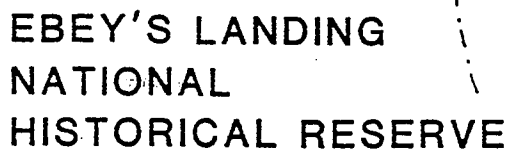
The National Park Service, in cooperation with the appropriate state and local units of government, has developed a Comprehensive Plan for the protection, preservation, and interpretation of the reserve. A Conceptual Plan, developed in cooperation with the citizens and governments of the Central Whidbey Island area, the Town of Coupeville, and Island County, is a component part of the Comprehensive Plan. The reserve established by the Congress in November, 1978, is comprised of the Central Whidbey Historic District which includes a rural island community of farms, open space, woodland, historic structures, and the historic town of Coupeville, all of which will be afforded varying degrees of protection. The combination of these natural, cultural and visual elements form a cohesive interrelated mosaic worthy of the definition--"a national landscape."

This plan envisions the purchase of 150 to 200 acres of land in fee-simple for interpretive facilities and the acquisition of 2,000 to 2,500 acres of land in critical areas of the reserve in fee-simple and/or combinations of development rights, scenic easements and architectural controls. After the National Park Service has acquired the land and rights, established interpretive facilities and developed cooperative agreements to provide for the future operation and maintenance of the reserve, the reserve will be transferred to a unit of local government. The Service proposes that the unit most suited for management at the local level would be a trust board representing local, state and federal interests.

The plan also considers that the needs of the residents of the Central Whidbey Island area, the Town of Coupeville, and Island County must be met in a constantly changing society. This comprehensive plan provides for a balanced approach to preservation and development, private interests and the public welfare. This plan presents a case for the need of responsible citizen participation to protect a viable working community and a rare and valuable remnant of the American past.



STRAIT OF JUAN DE FUCA



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MILES

INTRODUCTION

Land-use planners, like nuclear scientists, have discovered that a land-planning unit can "go critical" before the problem can be dealt with effectively. Throughout the Nation, decisions are being made which affect our primary resource--land, especially farmland. The loss of farmland and undeveloped open space is most obvious around our major metropolitan areas where such land is being converted to urban use.

Population trends indicate that Americans will continue to leave the cities and move to the country at a rate Time Magazine describes as "alarming." This exodus adversely affects small country communities which are ill prepared for the onslaught. Family farms are broken up into subdivisions or reduced to tracts that cannot be economically farmed or maintained at a productive level. Although the land-use change on Whidbey Island has been slower than in other areas, acre after acre of forest, open space, and farmland has been lost to a seemingly insatiable demand for land and space to develop.

In order to meet the changing needs for land protection, the National Park Service has designated a new category--a National Reserve. These new areas involve a coordinated concept of property protection utilizing a combination of methods and including the cooperation of various federal, state, and local jurisdictions, conservation groups, and land owners. This approach is described in the Service's Revised Land Acquisition Policy of April 26, 1976, which states:

"National Reserves (Areas of National Concern)--Federal, State, and local governments form a special partnership around an area to be protected. Planning, implementation and maintenance is a joint effort and is based on a mutual desire to protect the resource. Under this concept, the Federal Government, through the National Park Service, may acquire core zones intended to protect and permit appropriate use of the most vital physical resources within authorized boundaries of the area. The balance of property within these areas may be protected through a combination of acquisition and management by the State and local governments, and the development of zoning or similar controls acceptable to the Secretary of the Interior."

The Central Whidbey area is unique in that the historical pattern of settlement can still be seen in its farms, open space and historic resources. Farmers first settled the area, followed by sea captains and businessmen. At the turn of the century, this area formed the basis of a stable and prosperous society. Here in the reserve, one can see as well as feel the history and forces that shaped Puget Sound history.

This plan, the joint effort of concerned community citizens, the Town of Coupeville, Island County, and the National Park Service, proposes a direction by which the rural character of the land encompassed by Ebey's Landing National Historical Reserve can be protected and preserved. This plan is required by P.L. 95-625 which directs that a comprehensive plan for the protection, preservation, and interpretation of the area be developed and transmitted to Congress by May 10, 1980.

The Service is indebted to those citizens of Whidbey Island who gave unselfishly of their time and energy, to the planning staffs of the Town of Coupeville and Island County, and to those who recognize that once the land is changed, it is next to impossible to recover what has been lost.



The visual mosaic of farms, buildings, woodland, and water are evident in this view across the historic Ebey's Prairie, with the Gould House (ca. 1896) in the center.



The historic town of Coupeville, overlooking Penn Cove, the county seat for Island County, still retains its 19th century charm.



The Ferry House (ca. 1870), an early inn and tavern on Ebey's Prairie, overlooks Ebey's Landing, Admiralty Inlet, and the Olympic Peninsula.



Fort Casey State Park is a popular area which attracts some 400,000 visitors a year and includes a campground, fortifications, exhibits, a boat launch ramp, and an underwater park within its boundaries.

BACKGROUND AND PLANNING HISTORY

Background

The large open prairies and sheltered waters of central Whidbey have long enticed men to the island and still prompt much interest in the area: the Snohomish Indians earlier on, then white explorers, later the first settlers, now local farmers and residents, and ever-increasing numbers of weekenders and vacationers. In 1970, Whidbey Island was described as having significant recreational potential by the Bureau of Outdoor Recreation--now the Heritage Conservation and Recreation Service--in its report "Islands of America." Many islanders were disturbed by the possible uncontrolled development of this recreational potential. And, in 1971, these concerned residents, seeking ways to protect the island's environment, proposed that a national park, which would include the now-established Ebey's Landing National Historical Reserve, be created on the island. In June of the same year, a Park Service team visited Whidbey to discuss the idea with local citizens. The team recommended that a study of the island be undertaken in conjunction with other Puget Sound areas. No action, however, resulted from this recommendation.

The owners of the Smith Farm on Ebey's Prairie, a key segment of the open space of central Whidbey, proposed developing a portion of their farm in October 1971. The Smith Farm owners, beset with financial and zoning problems, did not pursue development. A group of interested local citizens working with Washington State Parks succeeded in having the Central Whidbey Historic District placed on the National Register of Historic Places in December 1973. By 1976, resident preservationists, fearing the potential development of the Smith Farm and other prime farmland, organized a foundation to preserve the area. The Washington State Legislature appropriated money to purchase a beach front corridor across the seaward side of the Smith Farm in 1977. The following year, the Washington State Parks and Recreation Commission purchased the corridor strip, thereby extending protection to another parcel of the island's sensitive and threatened lands. In April 1978, Congressman Lloyd Meeds introduced legislation providing for more comprehensive protection for a much larger area by making all of the area within the Central Whidbey Historic District a unit of the National Park Service. His measure was incorporated in Public Law 95-625, which passed on November 10, 1978, establishing Ebey's Landing National Historic Reserve.

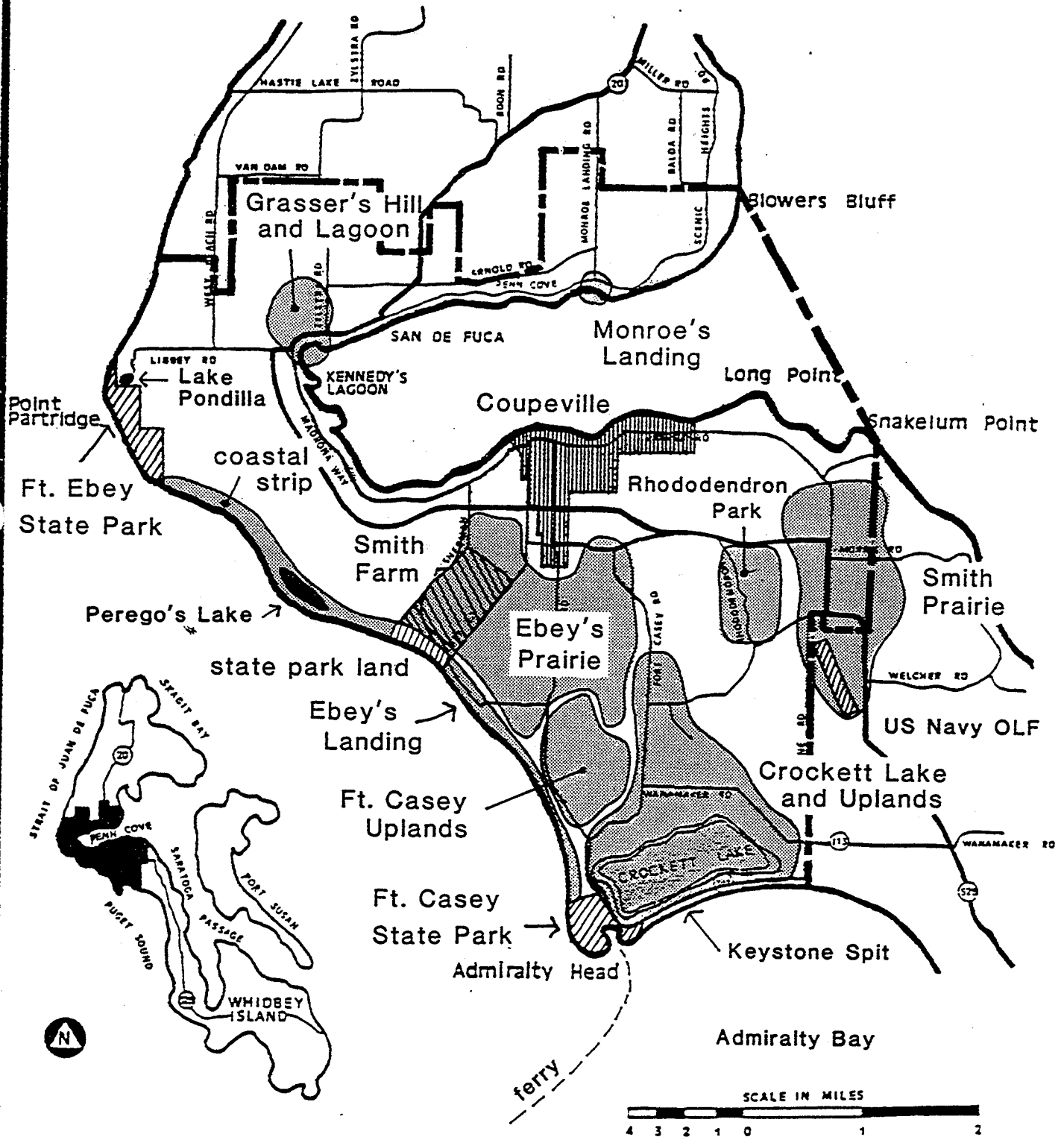
Planning History

The Island County Comprehensive Plan Phase I (1974) and Phase II (1977) are the basic documents that guide Island County officials in making their decisions regarding land use. Similarly, the Washington State Shoreline Management Master Program provides county officials with guidelines for making decisions regarding shoreline sites. Together, these documents provide effective direction for development plans and preservation efforts within the reserve. A student team from the Huxley College of Environmental Studies, Western Washington State College, identified and discussed the

area's cultural, natural, and scenic resources in a report produced in 1976. Since this study also suggested and evaluated various alternatives for the use and protection of these resources, it has served the area's planners as a readily available, valuable source of information and ideas.

After the passage of P.L. 95-625, in November 1978, a Park Service study team met with residents to discuss the roles of the various agencies that would be involved in the planning for Ebey's Landing and methods for obtaining public participation. Through an agreement between Island County and the Town of Coupeville, a citizen's planning committee was formed in February 1979 to prepare a comprehensive plan for the reserve. This committee's draft plan was completed in October 1979, and a public hearing was held in December 1979. A public meeting presented by the Service was held in Coupeville in April 1980 to familiarize the local residents and interested parties with the preliminary draft plan developed by the National Park Service which was based on the citizen's planning committee plan. The Washington State Parks and Recreation Commission, other government agencies, and conservation groups have been working with the committee and have made suggestions and contributions to the plan.

LOCATION MAP

EBEY'S LANDING
NATIONAL HISTORICAL RESERVE

ISLAND COUNTY, WASHINGTON

RESOURCE DESCRIPTION

At the extreme north end of the island-strewn Puget Sound, forming the eastern boundary of the Strait of Juan de Fuca, 40-mile-long Whidbey Island lies in unrivaled scenic splendor. To the east lie the majestic glacier-clad peaks of the North Cascades, north and south are miles of deep water, islands, and coves, and silhouetted against the southwestern sky, the snowy Olympic mountains create a scenic backdrop for this rural island.

The island, irregular in shape with an uneven contour, varies from one to ten miles in width and offers the eye a rare combination of forest, prairies, and seascapes. The forces that created this landscape were the glaciers that carved the Puget Sound area some 13,000 years ago. The ice retreated from Whidbey Island, leaving behind glacial moraines, gravel, sand, and clay. Natural forces are still at work eroding beach bluffs and transporting sand along the shore.

Central Whidbey, the location of the reserve, contains the island's best farmland, broad prairies, a deep protected cove, high seaside bluffs, rolling hills, shallow brackish lakes, and a rugged beach along Admiralty Inlet.

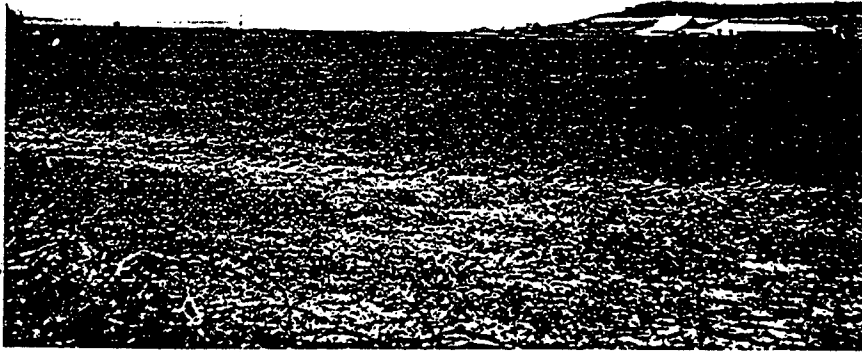
The reserve encompasses approximately 13,470 acres of land and 4,330 surface acres of salt water for a grand total of 17,400 acres.

Visual Resources

The seascapes, broad prairies checkered with fences and roads, and the solid Victorian houses of a small town all contribute to the scenic character of the reserve. Each of these elements has its own level of vulnerability based on its ability to tolerate use and development. Each of the areas below were examined to determine their critical character by evaluating visual sensitivity and susceptibility to development, and the effect development would have upon the landscape. The analysis identified five major areas and three sub areas. The major critical areas are: Ebey's Prairie, the Coastal Strip, Keystone Spit, Crockett Lake and Uplands, and Grasser's Hill and Lagoon; the sub-areas are: Smith Prairie, Town of Coupeville, and the area between Fort Casey State Park and Ebey's Prairie called the Fort Casey Uplands in the Citizen's Report. The visual resources and character of each area are described below.

Major Areas

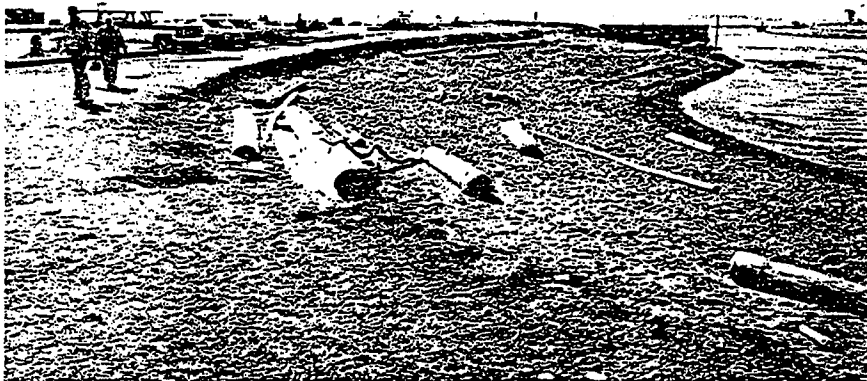
Ebey's Prairie: This large open area, in the center of the reserve, contains the most productive agricultural land, the largest open space, and the area which is most sensitive to development: that portion close to Admiralty Inlet. The open space is broken by a mosaic of farms, fences, roads, and a few homes and barns. The prairie is bordered by wooded ridge tops and, when viewed from the cemetery or seaside bluffs, offers a relatively unchanged historic view of the pioneer farms. The prairie is on the major route from Keystone Ferry to SR 20. The northern edge of prairie can be seen from SR 20 and affords the first real glimpse of the Olympic Mountains to the southbound visitor.



Ebey's Prairie, with the Olympic Mountains in the background, has been farmed continuously since Col. Ebey first settled here in 1850.



The bluffs along Admiralty Inlet possess an unspoiled character. Ebey's Landing and Prairie are visible as the large depression in the center of the photo.



Keystone Harbor and Fort Casey State Park are used year round by hikers, boaters, fishermen, divers, and sightseers.



Historic structures, such as this farm building on Ebey's Landing Road, dot the Reserve.

The Coastal Strip: The eight-mile strip along Admiralty Inlet includes historic Ebey's Landing and provides a level strip ideal for day hiking. The strip is bordered by steep bluffs and during high tides in winter is almost impassible. North beyond Ebey's Landing, which is at beach level, the strip reaches Perego's Lake, which contains in its micro-climate a cactus found in eastern Washington. The trail traverses the steep bluffs and provides splendid views from its heights. Beyond Perego's Lake the beach trail reaches a steep ravine, just south of Fort Ebey, which affords access to the Washington State Department of Natural Resources (DNR) recreation area. State parks has been diligently working to develop access for a shoreline trail linking Ft. Casey State Park to Fort Ebey State Park.

The view from the bluff above the Smith Farm offers the most outstanding vista of the entire reserve. From this vantage point, the hiker can see the San Juan Islands, the Strait of Juan de Fuca, the Olympic Peninsula and mountains, the west coast of Whidbey Island down Admiralty Inlet, and the peaks of the Cascades including Mt. Baker.

Keystone Spit: Keystone Spit is a narrow gravel and sand spit separating the brackish Crockett Lake on the north from the salt water of Admiralty Bay on the south. At present along State Route 20, the only developments on the spit are a few homes on the western end and two vacant condominium units. Located at the extreme western end are the Keystone Ferry landing, a small restaurant, and state park facilities which include a picnic area, boat launch ramp, parking lot and an underwater park in Admiralty Bay. The spit is a prime bird-watching area and a popular recreational beach for hikers and naturalists alike.

Crockett Lake and Uplands: This area is best seen from the roads surrounding the lake. From the Keystone Spit, the view across the open expanse of the lake is framed by the open pasture and farmland on the far side and by tree-covered ridges. When viewed south from Wanamaker Road, the view is across the farmland to the lake, spit, and the sound to the Olympics. The combination of water and farms sets the area aside from the view of Ebey's Prairie, which is more subtle in terms of a variety of views. Farther up Fort Casey Road, the valley narrows, but the open and rural character continues to Kahler Road.

Grasser's Hill and Lagoon: At the head of Penn Cove, lies an open grass covered hillside called Grasser's Hill and the shallow Grasser's Lagoon. Although separated by SR 20, the visual continuity is relatively unimpaired. The sweep of the hill is impressive when seen from the road. Looking across the lagoon one has a sweeping view of Penn Cove to Camano Island and the Cascades. The steepness of the Grasser's Hill is emphasized by the low elevation of the road and height of the hill, which is dominated by massive clumps of firs.

Sub-Areas

Smith Prairie: The first major open prairie the visitor from the south sees is Smith Prairie. The openness is emphasized, because the highway for the past 12 miles has been cut through forested land affording few sweeping views. Smith Prairie contains numerous farms, buildings, and an auxillary runway of the naval air station. The gentle contours of the land emphasize the feeling of spaciousness.

Town of Coupeville: The town, set on the southern slopes of Penn Cove, provides exciting scenes of historic buildings, open space, and views of the cove and Cascades. The visual quality of the town is protected by a concerned local government and local controls. Coupeville's historic structures, especially along Main and Front Streets create an historic atmosphere not often found in a contemporary community. Views down the side streets provide a glimpse of historic structures all very different from one another in style and color.

Coupeville was placed in the sub-area category not because it lacked scenic value, but because it was protected and because the effect of sensitive development on the town would not cause substantial impact on its scenic integrity.

Fort Casey Uplands: These uplands are highly scenic and are on the major route from the Keystone Ferry to SR 20 and Coupeville. The road curves through open fields and offers exciting views of Fort Casey State Park and the Strait of Juan de Fuca. Some residential development has already taken place along the road, but does not greatly affect the open mood of the uplands.

The key to the preservation of the visual resources is the maintenance of a proper balance among the components: open space, woodland, seascape, and developed areas. Each existing visual element emphasizes the other, creating a mood of an untouched rural community found so rarely in today's landscapes.

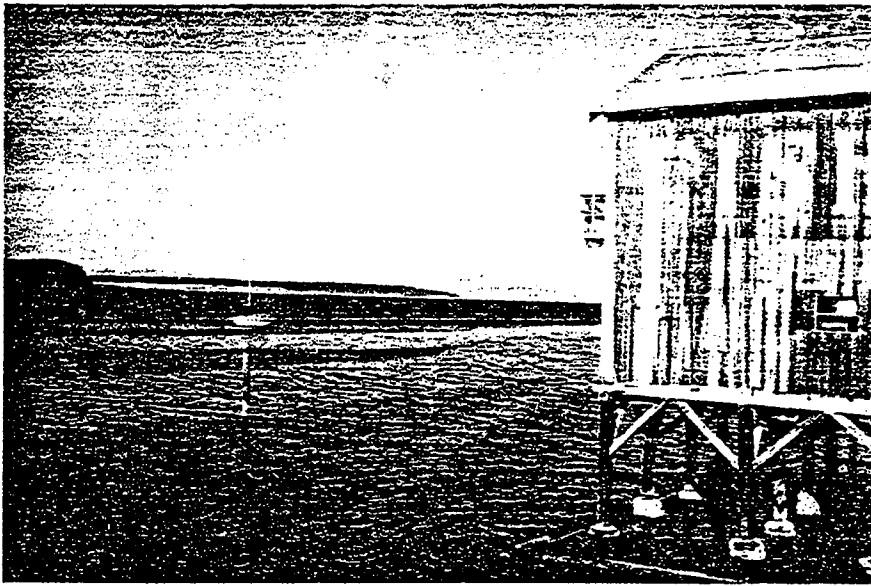
Natural History

Geology

The soils and land configuration of the reserve, as well as the surrounding Puget Sound area, are the result of glacial drift. The center of the reserve is an area formed by washings from upper slopes collecting in glacial lake bottoms. This sediment mixed with organic matter and formed fertile prairies. These fertile prairies attracted settlement and have been in continuous agricultural use ever since. The best farm land in Island County is USDA Class II (productive agricultural) which comprises 5% of the total land mass. 45% to 50% of the existing Class II lands within Island County are found within the Reserve.

Topography

Elevations range from sea level to 200 feet. Generally, the narrow shoreline strip ends at steep slopes and cliffs. These fall away gradually inland to the lowlying prairies. No place in the reserve is more than 2.5 miles from the shoreline. The beaches and shoreline slopes and bluffs are in a constant state of erosion and accretion. Soils on slopes in excess of 15% grade, which includes some of the prairie edges, are subject to severe erosion when the vegetative cover is removed. Twenty-five miles of shoreline are included within the reserve. This shoreline varies from the windswept cliffs on the west to the protected shores of Penn Cove.



Mount Baker and waters of Penn Cove form the backdrop for this scene from Front Street in Coupeville.



The false front buildings along Front Street in Coupeville have remained relatively unchanged since their construction.



The rich, open, and flat prairies are surrounded by low rolling forested ridges.



Bluffs, meadows, trees, and water are never far from a viewer's eyes.

The "kettles" at Point Partridge are of scientific interest for they are the visible evidence of large blocks of ice left by the glaciers that were covered with soil which melted slowly leaving behind steep-walled depressions.

Perego's Lake and Crockett Lake are brackish and separated from the shoreline by sand and gravel barrier spits.

Climate

The reserve is located in the rain shadow of the Olympic Peninsula and therefore has only 18.64 inches precipitation compared to 25 inches on the south end of Whidbey Island and 36 inches in Seattle.

The growing season in the area is 202 days with temperature extremes of 90°F to 0°F. The average annual maximum temperature is 57.4°F, and the average annual minimum is 41°F. Sky cover is appropriate for the local climate pattern with total cloud cover of 255 days per year average with only 43 days of clear skies.

Flora and Fauna

Whidbey Island is within the western hemlock zone of western Washington and was characterized by the vegetation commonly associated with that zone. Most of the wooded areas were logged or burned by 1900. The remaining woodlands are second and third growth Douglas fir, western red cedar, and red alder, with a thick underbrush of salal, Oregon grape, and ferns. Rhododendron and madrona are native species common to Central Whidbey. The prairies are significant because they did not develop a forest cover as did other areas of the island.

The area from Ebey's Landing to Point Partridge is a combination of seashore/marsh and tidal lagoon backed by a dense forest environment. This area is still only minimally impacted by humans and has a wide variety of plant and wildlife. Flat leafed cacti at Partridge Point are unique in the area, and there are many species of wildflowers.

A great diversity of wildlife inhabit the wooded areas, wetland, and shoreline of the reserve. Deer, raccoons, red-tailed foxes and a variety of small wildlife are common in the wooded area. Many kinds of waterfowl use the wetlands and shoreline for breeding, nesting, and resting during migration.

Crockett Lake and the border agricultural land adjacent to Fort Casey State Park support a large population of permanent and migratory waterfowl as well as other birds and small wildlife. Kennedy's Lagoon and Penn Cove are also significant waterfowl habitats. These areas are attractive to a variety of naturalists, photographers, fishermen, and tourists.

Mammals such as elk and bear are no longer found in the area, but many species of the smaller mammals still exist. Bald eagles, now rare visitors to Whidbey Island, have been sighted in the area, but there are no known nests.

Fish

Significant recreational and commercial fishery resources exist within or nearby the reserve. There is a groundfish sport fishery of unknown magnitude in Penn Cove. Also in Penn Cove, the otter trawl fishery produces more than 100,000 pounds of food fish - 85% flatfish - annually. The Cove is the site of one of the major recreational fisheries for surf smelt in Puget Sound, and much of the Penn Cove intertidal area is utilized for spawning purposes from approximately May 15 to October 15. Commercial fishermen harvest more than 30,000 pounds of surf smelt annually in Saratoga Passage, with the major portion of the catch coming from Penn Cove.

The local salmon fishery is heavily used as has been the case for many years. The marine waters adjacent to and within the reserve are very important for juvenile salmon rearing and migration, particularly pink and chum fry.

Shellfish resources are significant. Commercial resources include a substantial subtidal clam bed offshore from Ebey's Landing. The Penn Cove clam beaches are among the most productive in the state and constitute a very valuable recreational resource. There is mussel culture in Penn Cove with a large potential for significant increases in production. There is also a Department of Fisheries (public) beach in Penn Cove which is one of the most productive hardshell clam beaches in the state.

WILDLIFE

Upland and Forest Birds

Snow bunting
 Red-winged blackbird
 Brewer's blackbird
 Common bushtit

 Crow
 Chestnut-backed chickadee
 Black-capped chickadee
 Red crossbill
 Brown-headed cowbird
 Chukar partridge*
 Brown creeper

 Common flicker
 Yellow-shafted flicker
 House finch
 Western flycatcher
 Purple finch
 American goldfinch
 Evening grosbeak
 Rufous hummingbird

 Stellar's jay
 Dark-eyed junco

 Ruby-crowned kinglet
 Golden-crowned kinglet
 Belted kingfisher

 Lapland longspur

 Western meadowlark
 Mourning dove

 Band-tailed pigeon
 Chinese pheasant*
 Reeves pheasant*

Upland and Forest Birds (Cont.)

California quail

 American robin
 Rock dove
 Common raven

 Northern shrike
 Pine siskin
 Savannah sparrow
 White-crowned sparrow
 House sparrow
 Golden-crowned sparrow
 White-throated sparrow
 Fox sparrow
 Chipping sparrow
 Lincoln's sparrow
 Song sparrow
 Starling*
 Violet-green swallow
 Cliff swallow
 Barn swallow
 Tree swallow
 Redbreasted sapsucker

 Rufous-sided towhee
 Swainson's thrush
 Varied thrush
 Western tanager

 Bewick's wren
 Winter wren
 Long-billed marsh wren
 Downy woodpecker
 Hairy woodpecker
 Yellow-rumped warbler
 Cedar waxwing

*Non-native species.

Waterfowl and Waterbirds

Rhinoceros auklet
 Bufflehead
 Black brant
 American coot
 Brant's cormorant
 Double-crested cormorant
 Pelagic cormorant
 Horned grebe
 Pied-billed grebe
 Western grebe
 Red-necked grebe
 Eared grebe
 Barrow's goldeneye
 American goldeneye
 Glaucous-winged gull
 Western gull
 Bonaparte's gull
 California gull
 Ring-billed gull
 Thayer's gull
 Heerman's gull
 Pigeon guillemot
 Gadwall
 Parasitic jaeger
 Common loon
 Pacific loon
 Arctic loon
 Red-throated loon
 Hooded merganser
 Red-breasted merganser
 Mallard
 Common murre
 Marbled murrelet
 Old squaw
 Black oystercatcher
 Pintail
 Ruddy Duck
 Redhead duck

Waterfowl and Waterbirds (Cont.)

Greater scaup
 Lesser scaup
 American scoter
 Surf scoter
 White-winged scoter
 Northern shoveller
 Sooty shearwater
 Green-winged teal
 Cinnamon teal
 Common tern
 American widgeon

Raptors

Cooper's hawk
 Bald eagle
 Goshawk
 Marsh hawk
 Merlin
 Great horned owl
 Barn owl
 Snowy owl
 Long-eared owl
 Red-tailed hawk
 Rough-legged hawk
 Swainson's hawk

Shore birds and Wading birds

Dunlin
Long-billed dowitcher

Marbled godwit

Great blue heron

Knot
Killdeer

Water pipit
Black-bellied plover

Western sandpiper
Least sandpiper
Stilt sandpiper
Pectoral sandpiper
Sanderling

Ruddy turnstone
Black turnstone

Greater yellowlegs
Lesser yellowlegs

Mammals

Douglass squirrel
Chipmunk
Cottontail
Coyote
Black-tailed deer
Bats (several species)
Raccoon
Short-tailed weasel
Long-tailed weasel
Mink
Red fox
Deer mouse
Norway rat*
Striped skunk

Reptiles and Amphibians

Red-legged frog
Garter snake

Sources

Norm Winn (Mountaineers)
Don Norman (Seattle Audubon Society)
Mary Bradt (Seattle Audubon Society)
John Wingfield (Seattle Audubon Society)
Ralph Fairchild (Seattle Audubon Society)
Tony de la Torre (Dept. of Fish and Wildlife)
Phil Mattock (Seattle Audubon Society)
Fayette Krause (Seattle Audubon Society)
Environmental Impact Statement, Seabreeze Development, May 1, 1974
Jimmie Jean Cook (Coupeville)

*Non-native species.

History and Historical Resources

The significance of the local history is its intimate and comprehensible human scale which parallels our more complex national history. How well Ebey's Landing National Historical Reserve can do this will determine its importance among the increasing number of sites and places set aside for their historic values. Recognizing this, Congress listed the prominent happenings and themes to be commemorated when creating this unit of the National Park System:

The first thorough exploration of the Puget Sound area by Captain George Vancouver in 1792;

Settlement by Colonel Isaac Neff Ebey who led the first permanent settlers to Whidbey Island and quickly became an important figure in Washington Territory;

Early active settlement during the years of the Donation Law (1850-1855) and thereafter; and

The growth since 1883 of the historic town of Coupeville.

The above four themes provide an outline of the reserve's varied historic themes and resources and places the themes within a comprehensible context. The material used here has mostly been extracted from secondary sources and organized to be used in the preliminary planning for the reserve. Unquestionably, some thorough research, particularly on specific projects, must be undertaken when the reserve's needs are better defined. The first documented events about the island provide a convenient starting point to Whidbey Island's history and link the island's past to the broad, major national and international events that directly influenced the island's history.

In the contest for the trade and resources of the Pacific Northwest, Great Britain was a major contender. To strengthen her position in the affairs of the region so as to facilitate her commerce here, she commissioned Captain George Vancouver to explore the coast between the Spanish settlements in California and the Russian ones in Alaska. His instructions were specific. He was to investigate inlets and mouths of rivers, and to undertake anew the age-old quest for a Northwest Passage. His orders further obliged him to ascertain the true nature of the Strait of Juan de Fuca.

In late April 1792, Vancouver entered Juan de Fuca with his ships Discovery and Chatham, and from that time until June 24, he carried on his "thorough exploration" of the strait and its connecting bodies. The many names he bestowed on those waterways and landmarks trace his route during those days and constitute a legacy and latter-day remainders of his great voyage. On June 4, at Tulalip, (Washington), Vancouver claimed the Puget Sound area for his sovereign, George III. But of more immediate pertinence to the reserve are the excursions carried out by one of Vancouver's subordinates, Joseph Whidbey.

Whidbey was master of the Discovery. Between May 28 and June 2, in command of a launch, he explored Possession Sound and Saratoga Passage as far as Penn Cove. On June 9, he discovered Deception Pass, realizing thereby that he had been surveying an island. Vancouver acknowledged his shipmaster's feat by calling the place Whidbey Island.

It was a populated place, and Vancouver's Journal describes these islanders--with whom Master Whidbey had friendly encounters at Penn Cove--their villages, and their manners. These early residents were Skagits, a Salish tribal group. They occupied the northern part of Whidbey; the southern section was occupied by the Snohomish, another Salish people. When Master Whidbey's group visited the island, there were four permanent Lower Skagit villages on Penn Cove: at Long Point or Snakelum Point, Monroe's Landing, Penn Cove/Kennedy's Lagoon, and in the Coupeville vicinity; Penn Cove was the center of population. To protect themselves from the sporadic raids of the Haidas, who lived in Canada, the Skagits maintained a fortified village on Penn Cove, which was also reported by the Wilkes Expedition of 1841. The Wilkes report further noted, that Penn Cove residents had raised a wooden cross and were constructing a large building for a church in response to the missionary efforts of the Reverend Francis N. Blanchet, a Roman Catholic priest.

In the 1840's, the Skagit's exclusive occupancy of northern Whidbey was challenged by another tribe of the Salish group, the Clallams, who seized and fortified an enclave for raising potatoes on what is now Ebey's Prairie. Other challenges followed soon after. In 1848, Penn Cove was the setting for a large Indian council, one consequence of which was to force Thomas W. Glasgow, a white and would-be settler, to leave Ebey's Prairie. This expulsion would only temporarily leave the Skagit's ancient homeland free of whites, for their complete displacement would soon be accomplished by more persistent and successful white farmers.

The farmers' settlement of Whidbey followed a rapid succession of events affecting the "Oregon Country", as the vast region west of the Rockies lying between Mexico's California and Russia's Alaska was then known. The area was jointly occupied by Great Britain and the United States under an 1818 agreement that allowed each power the pursuit of its own interests. Prior to the 1840's, traders, trappers, missionaries, and government explorers visited and exploited this region, but few farmers sought permanent homes, and joint occupation worked. Then, in 1841, the first overland parties of American emigrants came into the region to settle on the land. In the Great Migration of 1843, a thousand or more Americans came to Oregon, fulfilling the imperatives of "Manifest Destiny": Americans had a right and an obligation to occupy and subdue the entire continent between the oceans. By the end of 1845, the best lands in the Willamette Valley had been taken, and settlers began to move north of the Columbia, which became the area of major dispute between Britain and the United States in Oregon country. British apprehension increased over the Americans' obvious determination to expand their permanent settlements north of the Columbia, rendering unworkable the policy of joint occupation. The two powers then agreed in the 1846 Treaty of

Oregon to accept the 49th parallel as the boundary between their possessions. With the United States now in sole possession of the territory south of the 49th, greater numbers of Americans sought new farmland north of the river. In 1850, the census recorded more than 1000 settlers north of the river. In that year too, white settlement began anew on Whidbey Island.

This renewed effort by white settlers was encouraged by a newly passed law concerning public lands in the recently established--1848--Territory of Oregon, of which Whidbey was still a part. The act, generally called the Donation Land Law, was passed by Congress in 1850 to give legal status to claims already made and to promote settlement in the new territory. Taking advantage of this measure, Isaac N. Ebey came to the island and filed a claim in October, 1850. He was to be the first permanent white settler.

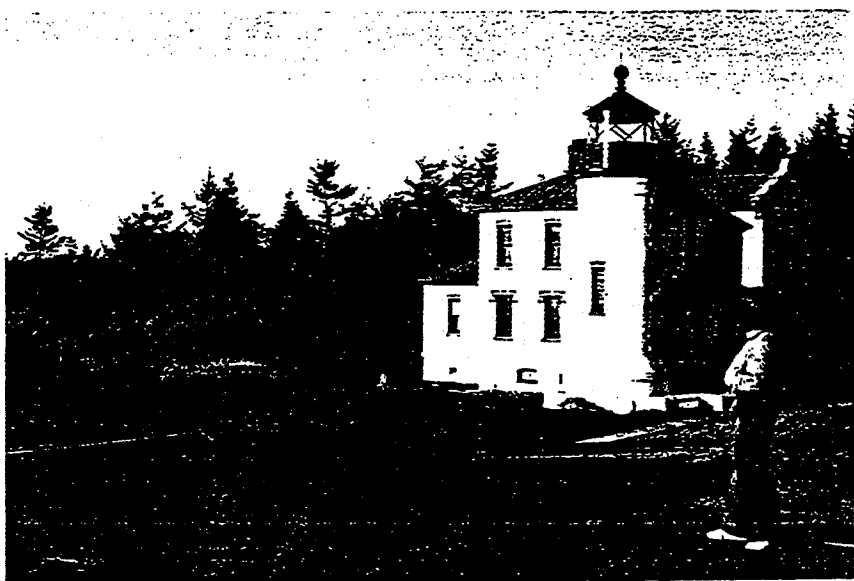
From the time of his arrival on Whidbey until his death, Col. Isaac Ebey was engaged in some form of public service, in which capacities he achieved the status of a leading figure in the area's affairs. He became prosecuting attorney for his district in 1851, and was elected delegate to the Oregon Territorial Legislature. He encouraged that body to approve the Monticello Memorial which called for the separation of the counties north of the Columbia from Oregon, thus leading to Washington's being granted territorial status in 1853. Ebey also served as collector of customs for the Puget Sound district. Further, he is given note in the military history of Washington for having raised a company of volunteers during the territory's Indian hostilities. He is also given credit for naming the state's capital, Olympia. A capable leader during Washington Territory's infancy, his contributions are somewhat overshadowed by the recounting of the details of his dramatic death. He was shot and beheaded on August 11, 1857, by a raiding party of Haida Indians from British Columbia.

Ebey's death reflects a condition during this period of early settlement which the island's pioneers feared. Ebey had been killed in retaliation for a Haida chief killed in a skirmish at Port Gamble the previous year. These Indians from the Queen Charlotte Islands continued their raids on Whidbey Island and other Puget Sound settlements. On Whidbey, the settlers built block-houses for their protection against these northern marauders. These raids, however, did very little to affect the settlers' determination to remain, and the island's farmers pursued their goals of developing an agricultural community.

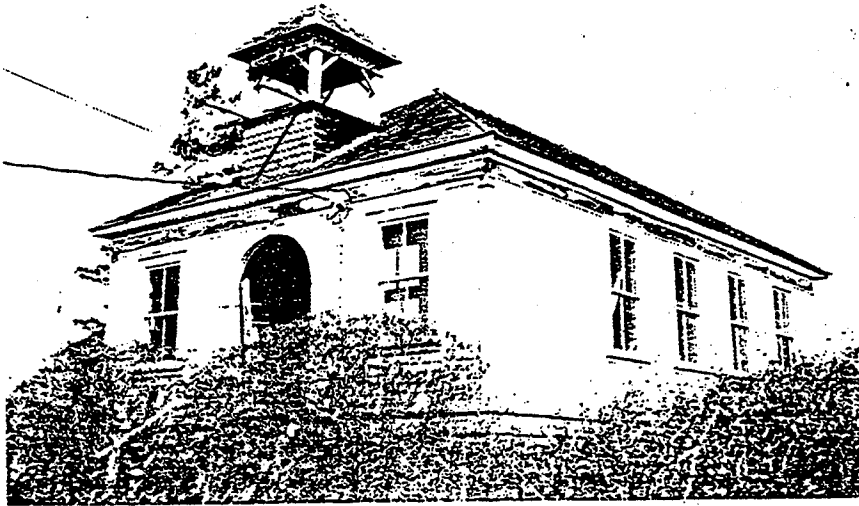
Like pioneer farmers elsewhere, the settlers of Whidbey had to experiment in order to produce profitable crops. Further, the farmers needed to be aware of what competition they had in agricultural markets. Such factors were reflected in "three discernable shifts in Island County farming during the 19th century. . . ." (White, 88). "The first involved sheep raising, the second, a shift back to the production of grain and potatoes, and the third, was the spread of intensive farming by Chinese tenants." (White, 88). Here on Whidbey as elsewhere in the West, these Oriental immigrants were made unwelcome and various means were undertaken to force them to leave and to insure their exclusion.



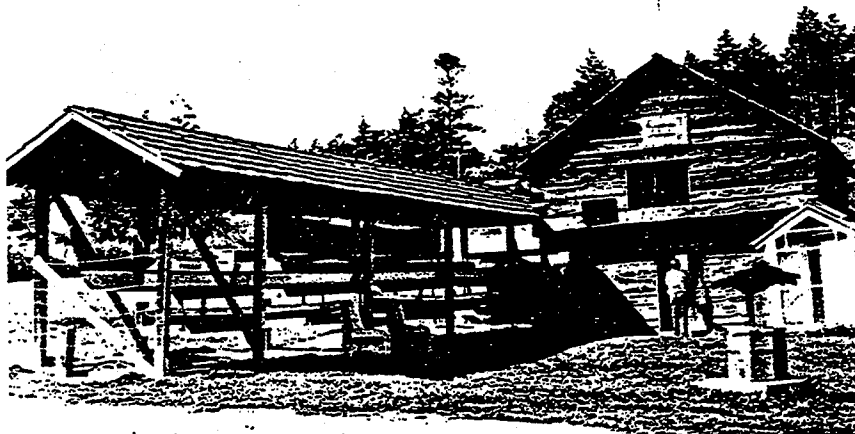
The Captain Whidbey Inn on the shores of Penn Cove (ca. 1901) was constructed from native madrona logs. The Stone family, originally from Nantucket Island, Massachusetts, have made this one of the most popular inns in the northwest.



The abandoned Admiralty Head lighthouse at Fort Casey State Park, a famous landmark, was restored by the Washington State Parks and Recreation Commission.



The San de Fuca School (ca. 1895) no longer rings to the sound of students, but like a retired schoolmaster still watches over the community.



The Alexander Blockhouse in Coupeville was one of four built in 1855 and 1856 to protect the settlers from Indian attacks. The shed contains carved Indian canoes; the white structure to the right contains remnants of Father Francis Blanchet's wooden cross, raised by the local Skagit Indians in 1840.

The development in the historic district is summarized in Jimmie Jean Cook's report for the National Register form. After the initial influx of settlers in the 1850-55 period, "there was little expansion except in the growth of the town of Coupeville, founded on Captain Thomas Coupe's 320-acre claim." Miss Cook continues, "In 1883, Coupe's son-in-law, Thomas Cranney, platted Coupeville and turned deed over to the owners of already existing businesses. By 1884, Coupeville had two hardware stores, a drugstore, three hotels, two saloons, a blacksmith and wagon shop, a county courthouse, a post office, a schoolhouse, about twenty-five dwellings, and a church." Farming, logging, and shipping were the trades of the area during the 1890's.

In the late 1890's, Fort Casey was built at Admiralty Head as part of a three fort defense system guarding the entrance to Puget Sound. This installation introduced what was to become, and remain, an important element in the island's economy and its land use. It remained an active post through World War II.

The urban communities around the sound seeking recreation and residences exerted greater pressure on the island's land resources than experienced from the military needs. Accessibility to the island was continuously improved, thus, "by the end of the 1930's, catering to summer visitors and summer residents had become a big enough business to rank with logging and agriculture in the economic hierarchy of the county." (White, 210). The times since World War II have seen ever increasing pressures from the sound's metropolitan communities to remove land from agriculture for recreation and residential purposes. These non-agricultural factions command overwhelming economic resources when compared to the agricultural faction, threatening the destruction of this rural community.

To prevent such a loss, and to protect and preserve this rural community, Congress, in 1978, established Ebey's Landing National Historical Reserve as a unit of the National Park System.

From this brief statement on the reserve's history, the prominent elements of its past can now be seen within the context of national development, and may be categorized under the following themes: the Original Inhabitants, European Exploration and Settlement, Political and Military Affairs, Westward Expansion, America at Work, and Society and Social Conscience. These themes, serving as an outline, provide a convenient way to discuss the reserve's resources. It is to be noted that some of these themes are not represented by physical resources--sites or structures--but significance does reside in the feeling and association which the reserve is able to evoke.

The Original Inhabitants

A total of 33 archeological sites have been recorded in the Reserve; 32 on Penn Cove and one in the vicinity of Ebey's Landing. Many appear to be recent: the remains of Indian groups encountered by the early explorers. The location and nature of some of the sites, however, suggest a respectable antiquity, perhaps as much as 10,000 years. The sites have been recorded on statewide survey forms which are filed with the Office of Public Archeology, University of Washington. Archeologists have not surveyed much of the land within the reserve and the possibility of finding additional sites is high. Additionally, elements of this theme must serve to introduce the subsequent

history of the reserve: the residents of the island before the Snohomish arrived, Master Whidbey's reception by the Lower Skagit of Penn Cove, the Indians' life at the time of contact with Europeans, Father Blanchet's missionary activity, changes in the lives of the Indians due to white settlement of Whidbey, and their final displacement. Historic Resources: Chief Snakelum's Monument (88) and wooden cross at Alexander Blockhouse (64), Ebey's Landing, Grasser's Hill and Lagoon.

European Exploration and Settlement

This theme covers activities of Europeans in the areas comprising the present United States from the earliest recorded voyages. This is an obviously important theme in the history and interpretation of the reserve--as stated in the establishment act--but possesses no physical historic resources. The name of the island and the names of some of its geographic features, however, are a legacy from the Vancouver voyage. Historic Resources: Monroe's Landing, Admiralty Inlet.

Major American Wars

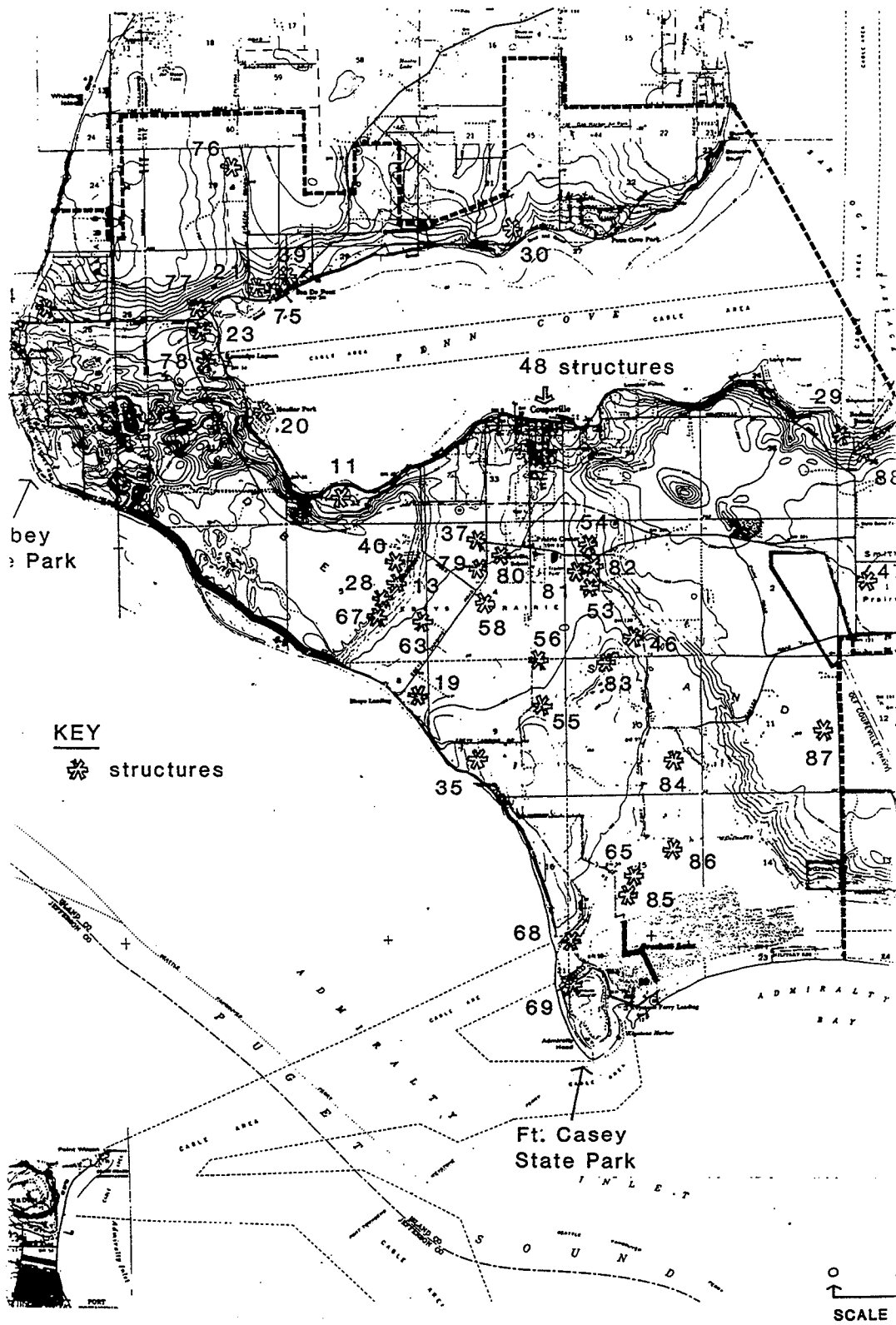
This theme deals with the seven principal wars in which the United States has engaged. Of some interest to this theme are the reserve's two military establishments which were part of the Nation's continental defense system. Fort Casey was an active post in World War I and World War II, Fort Ebey in the latter. Because of its long history and its surviving structures, Fort Casey is illustrative of the development and maintenance of an American coastal defense post and as such is more importantly representative of the following theme. Historic Resources: Fort Ebey State Park (90), Fort Casey State Park (89), OLF Coupeville.

Political and Military Affairs

This theme covers the political, diplomatic, and military events (other than major wars) in the United States from 1783 onward. There are no structural or cultural resources that can be associated with the doctrine of "manifest destiny" that abetted the migration to Oregon, resulting in the 1846 treaty and the inclusion of the Oregon country--along with Whidbey Island--within the boundaries of the United States. The entire reserve is the resource for the political and diplomatic facets of this theme. The military element of this theme has Fort Casey and its surviving structures as resources. Historic Resource: Fort Casey State Park (89).

Westward Expansion

This theme covers the spread of the United States from the Appalachians across the North American continent. As with the preceding theme, the entire reserve is representative of this theme in general; a more particular phase--the settlement of the Oregon country--is represented by the donation claims. The farmers' adjustment to new lands and conditions is another part of this theme and is represented in the reserve by the sites Ebey's and Crockett's prairies and by the surviving blockhouses. Historic Resources: Donation Claim Lands, Ebey's Prairie, Crockett's Prairie, and Blockhouses (Davis, Ebey, Crockett, Alexander - structure numbers 64, 65, 66, and 67).



KEY'S LANDING NHR Historic Structures

HISTORIC STRUCTURESEBEY'S LANDING NATIONAL HISTORICAL RESERVE

<u>Structure</u> <u>Number</u>	<u>Name</u>	<u>Year</u> <u>Built</u>	<u>Location</u>
1.	Bishop Bldg. (Elkhorn Saloon)	1883	Coupeville, Front Street
2.	John Robertson's Store	1866	Coupeville, Front Street
3.	Blowers & Kineth	1886	Coupeville, Front Street
4.	Island County Abstract Office	1890	Coupeville, Front Street
5.	F. Puget Race Drug Store	1890	Coupeville, Front Street
6.	A.B. Coates and Son	<u>C.</u> 1890	Coupeville, Front Street
7.	Dr. T. H. White Office	1905	Coupeville, Front Street
8.	Island County Times	1906	Coupeville, Front Street
9.	Samsel's Law Office	1904	Coupeville, Front Street
10.	Judge Lester Still's Office	1909	Coupeville, Front Street
11.	Benson's Confectionary	1916	Coupeville, Front Street
12.	Gillespie Meat Market	1887	Coupeville, Front Street
13.	Sedge and Blocksedge Bldg.	1871	Coupeville, Front Street
14.	Island County Bank	1892	Coupeville, Front Street
15.	Wharf and Warehouse	<u>C.</u> 1900	Coupeville, Front Street
16.	Terry's Dryer	1897	Coupeville, Front Street
17.	Old Meat Market	1874	Coupeville, Front Street
18.	Glenwood Hotel	1890	Coupeville, Front Street
19.	Ferry House (Ebey's Landing House)	1870	Ebey's Prairie
20.	Captain Whidbey (Whid Isle Inn)	1901	See map
21.	Old Schoolhouse	1895	San de Fuca
22.	Grade School	?	See map
23.	Old Courthouse (Grennon and Cranney Store)	1855	See map
24.	Masonic Lodge	1874	Coupeville
25.	Methodist Church	1894	Coupeville
26.	St. Mary's Catholic Church (Congregational Church)	1889	Coupeville
27.	Capt. Thomas Coupe House	1854	Coupeville
28.	Jacob Ebey House	1855	Ebey's Prairie
29.	John and Jane Kineth Farmhouse	1866	See map
30.	Monroe Home	?	See map
31.	John Robertson Home	1864	Coupeville
32.	Maude Fullington House	1859	Coupeville
33.	Swift House ("Fairhaven")	1852	Coupeville
34.	Samuel Libbey Home	<u>C.</u> 1860	See map
35.	Robert Crosby Hill home	<u>C.</u> 1865	See map
36.	Col. Granville Haller House (Raphael Brunn House)	1866	Coupeville
37.	Charley Terry Home	<u>C.</u> 1866	See map
38.	Joseph Libbey House	1870	Coupeville
39.	Capt. Richard Holbrook Home	1874	San de Fuca
40.	Cyrus Cook House	1876	See map
41.	Alvah Blowers House	1878	Coupeville
42.	Albert Kineth Home	1885	Coupeville
43.	Fred Nuttal Home	1888	Coupeville
44.	Jacob Straub House	<u>C.</u> 1890	Coupeville
45.	Horace Holbrook House	<u>C.</u> 1895	Coupeville

46.	Sam Keith Home	1895	See map
47.	John Kineth, Jr. Home	<u>C.</u> 1897	See map
48.	Capt. Joseph Clapp Home	1886	Coupeville
49.	John and Jane Kineth, Sr. Town Home	1887	Coupeville
50.	Joshua Highwarden House	1888	Coupeville
51.	Jake and Bertha Jenne Home	1889	Coupeville
52.	Rev. George Lindsey Home	1889	Coupeville
53.	Elisha Rockwell Home	1890	See map
54.	Bert Nuttal House	<u>C.</u> 1890	See map
55.	Ed Jenne Home	1908	See map
56.	Sam Hancock Home	1891	See map
57.	James Gillespie House	1891	See map
58.	Francis Lesourd Home	1892	See map
59.	Parker House	<u>C.</u> 1890	Coupeville
60.	Alonzo Coates Home	1892	Coupeville
61.	Dr. W. L. White Home	1894	Coupeville
62.	John Gould House	1894	Coupeville
63.	John Gould Farmhouse	1896	See map
64.	Alexander Blockhouse	1855	Coupeville
65.	Crockett Blockhouse	<u>C.</u> 1856	See map
66.	Davis Blockhouse	<u>C.</u> 1856	See map
67.	Ebey Blockhouse	<u>C.</u> 1856	See map
68.	Commanding Officers Quarters	<u>C.</u> 1900	Ft. Casey
69.	Light Station	1901	Admiralty Head
70.	Methodist Parsonage	1889	Coupeville
71.	Thomas Griffith House	1869	Coupeville
72.	Capt. Kinney House	1871	Coupeville
73.	James Zylstra House	1889	Coupeville
74.	Ernest E. Watson House	1886	Coupeville
75.	John Armstrong Home	?	San de Fuca
76.	Isaac Power House	<u>C.</u> 1860	See map
77.	Old Grasser Place	?	See map
78.	George Libby Home	1904	See map
79.	A. J. Comstock House	?	See map
80.	Harmon-Pearson-Engle House		See map
81.	John Crockett Home		See map
82.	T. Richards House		See map
83.	Grove Terry - R. Straubs House	<u>C.</u> 1880	See map
84.	Hugh Crockett House		See map
85.	Col. Walter Crockett House		See map
86.	Sam Crockett's Homesite		See map
87.	Harp Place		See map
88.	Chief Snakelum Monument		See map
89.	Fort Casey State Park (fortifications and associated structures).		
90.	Fort Ebey State Park (fortification and associated structures).		
91.	Will Jenne Home	1890	Coupeville

List compiled from National Register nomination form, "A Walk Through History" (published by The Island County Historical Society) and the Island County Board of Commissioners map dated 10/16/72, entitled "Central Whidbey Historic Preservation District".

This theme is also concerned with great United States scientific and topographic surveys; the 1841 Wilkes Expedition visited sites on the island but there are no cultural resources representative of this excursion.

America at Work

This theme deals with those aspects of American life that have contributed most significantly to the Nation's economic and material progress. Agriculture is one element of this theme, which details the historical practices and techniques of farming, the varieties of crops, and types of livestock. Ebey's and Crockett's prairies illustrate this element. Another facet of this theme, transportation, is represented in the reserve by Ebey's Landing, Ebey's Landing House (Ferry House), the Coupeville wharf and warehouse, and by the lighthouse at Admiralty Head. Yet another facet, architecture, is represented by the town of Coupeville itself and its individual structures. Historic Resources: Ebey's Prairie, Crockett's Prairie, Ebey's Landing, Ferry House (19), Coupeville wharf and warehouse (15), Admiralty Head Lighthouse (69), Coupeville, and individual structures in Coupeville.

Society and Social Conscience

This theme deals with American social history, one aspect of which is concerned with leisure activities. The Capt. Whidbey Inn (20) is a resource for interpreting this facet. A very important element of this theme deals with the history of public and private management of the Nation's natural landscape and of public and private efforts to preserve significant aspects of the Nation's historical heritage. Historic Resource: The entire reserve and its story are the resources for this theme of conservation: efforts for its establishment, its establishment, its day-to-day activities, its future programs, and their success as part of the National Park System.

Recreational Resources

The recreational potential for the area has existed for years, only the demand changed. Early visitors seeking recreational outlets were from the Seattle area with an orientation towards hunting, fishing, boating, and other rural pastimes.

With the completion of the Deception Pass Bridge and the development of Deception Pass State Park, tourism began in earnest. In 1978, the annual visitation at Deception Pass State Park was almost 2 million. Fort Casey State Park attracts some 400,000 visitors a year, a relatively constant figure since 1970.

The State Department of Commerce and Economic Development predicts a 6% to 8% increase in the area's tourism based on current information. This means that in 10 - 12 years the total visitation will double. Although a visitor profile study has not been done, it is felt that the majority of visitors come from the Seattle-Tacoma-Everett metropolitan area and from nearby British Columbia.

The State Parks System has plans to develop campsites at Fort Ebey. The sites at Deception Pass and Fort Casey are filled to capacity during the summer, however, there is developable land at Deception Pass State Park for additional sites, if expansion is needed.

Within the reserve, there are three major boat-launch ramps; at Keystone Harbor in Fort Casey State Park, Monroe's Landing and the Town of Coupeville. Marine facilities are limited to a launching float at Keystone and a larger float at Coupeville. The nearest marina is located in Oak Harbor, 5.5 nautical miles north of Coupeville.

Hiking trails have not been developed, although an informal trail along the beach between Fort Casey State Park and Fort Ebey State Park exists. Some hiking is done along the paved farm roads. Many of the county's farm roads are narrow, but not heavily travelled, thus creating a relatively safe route for bikers.

Bicycling has increased in popularity and the reserve offers some excellent routes.

Hang gliding is dependent upon elevation and predictable wind patterns. Two locations within the reserve lend themselves to this activity, the coastal bluffs just north of the Smith Farm and Grasser's Hill. Hang gliding also draws a number of spectators, especially at Grasser's Hill, which is adjacent to SR-20.

Because of the cool temperatures of the water, swimming is not a very popular activity; however, sunbathing, beach walking, drift-wood collecting, and just sitting are popular beach pastimes.

Sightseeing is a major recreational activity. Visitors will park their cars in Coupeville and walk down Front Street, shop, and eat in the tourist-oriented facilities on the street. Fort Casey State Park is a popular spot for historians, sunworshippers, and the casual drop-in visitor. The State Game Farm on Parker Road, just north of the Navy's OLF, raises rare breeds of pheasants and is open to the public. The long lines of summer tourists at the Keystone Ferry create a local traffic situation because the drivers do not wish to leave their cars for very long and limit themselves to the Keystone Harbor area and Fort Casey State Park which have become short-term sightseeing areas.

Salt-water fishing in Admiralty Inlet and Penn Cove is a popular recreational activity and rewarding to the many fishermen who make special trips to these waters.

Hunting is popular but is limited in terms of access to the land. Waterfowl provide the largest resource for this hunting activity.

Natural history observation provides a rewarding experience for all participants at Grasser's Lagoon, Crockett Lake, and the beaches within the reserve.

The use of motorcycle and four-wheeled vehicles in the reserve area is presently uncontrolled. There are very few areas within the reserve where such use does not affect the environment and cause primary or secondary damage to the resources.

Island County provides some overnight camping in their Rhododendron Park as well as other day-use activities such as baseball and picnicking.



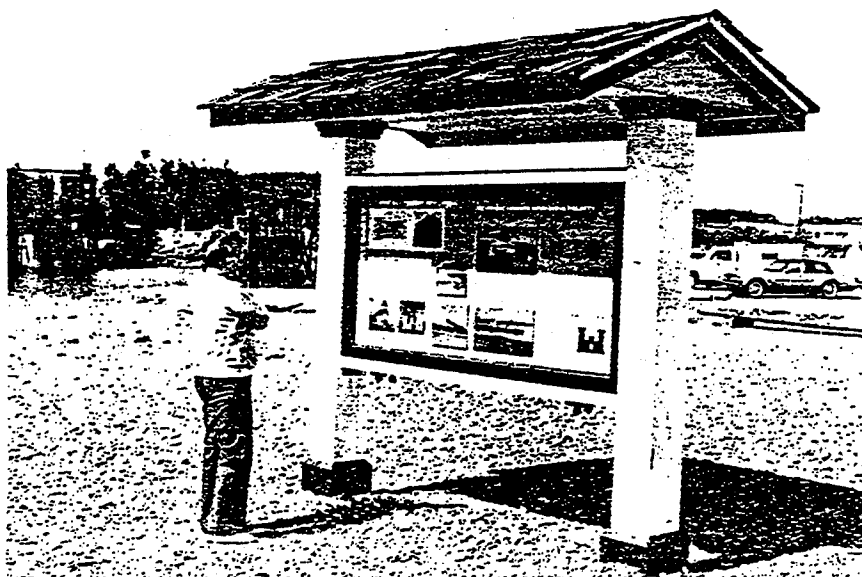
Birds, killer whales, and maritime traffic can all be seen by this youthful observer from the shore of Ebey's Landing.



A walk along the shores of Ebey's Landing is part of the recreational and educational experience of the Reserve.



Quiet country roads compel visitors to slow down and enjoy the rural character of Whidbey Island.



Exhibits at Fort Casey State Park interpret the fort, its purpose, construction, and armament.

Scuba diving at Keystone Harbor at the state underwater park is an activity popular with the diving public. Diving at other areas within the reserve is also popular.

Environmental Quality

Air

The air quality of the area is excellent and relatively free from industrial pollutants. During prolonged periods of inversion, the Puget Sound trough becomes filled with pollutants which affect the air quality and visibility at the reserve. The use of manure and fertilizer on the fields within the reserve give the area a distinctive agricultural odor which, however, lasts for only a few days. During other times, the reserve is covered with a blend of marine smells: saltwater, seaweed and sundried flotsam as well as the agricultural smells of earth, fresh flowers, wheat, barley, corn, squash, beets, cabbage and the pungent odor of dairy barns.

Water

The Island County Comprehensive Plan identifies water as a major concern on Whidbey Island. The island loses approximately 68% of the annual precipitation through surface runoff and 24% through evaporation. The surface runoff on the Class II agricultural lands is slow and internal drainage rapid. The moisture content in these areas remains high throughout the year because of natural seepage from nearby higher areas. As a result of this high water table much of the Class II lands (the prairies) need drainage to assure that crops can be grown without damage. The county's comprehensive plan has identified the Keystone area as sensitive because of excessive percolation. Crockett Lake is subjected to tidal and surface water flooding. There are three lakes, Pondilla, Crockett, and Perego's; the latter two are brackish. There are no year-round streams.

Ground Water Quality

Both the state and the county are concerned about the availability of potable water. The Town of Coupeville is presently being considered for designation as a critical water supply area. Precipitation provides the only known source of recharge; the extent of the aquifers and recharge areas are unknown. The United States Geological Survey is conducting a study for Island County which should provide the basis for future water resources management.

Local farmers do not irrigate their crops. Surface runoff from these areas can affect the surface water quality.

The increasing demand for water for residential use and adequate individual sewage disposal in areas of poor soil percolation is a problem that the local governments are watching with great concern. Because of the water problems on Whidbey Island, the U.S. Navy supplies its air station and the City of Oak Harbor with fresh water from the Skagit River via a 10" pipeline.

Noise

The United States Navy maintains an Outlying Field Coupeville (OLF) that cuts through the Smith Prairie within the reserve. When the field is being used by jet aircraft practicing carrier landings, there is an extreme noise impact. The Island County Comprehensive Planning Policy discourages high density residential development in the intense noise impacted areas.

HUMAN ENVIRONMENT AND THE LAND

Land Use

Land use within the reserve is varied, reflecting the historical development of the area.

The Town of Coupeville is the commercial center of the reserve occupying 740 acres of land stretching from Penn Cove across State Highway 20 into Ebey's Prairie. There are three shopping districts: Front Street, Main Street, and Prairie Center. Front Street was the original center of the town and contains some of the oldest commercial buildings in Coupeville. The buildings have been renovated and converted into specialty shops and restaurants. Main Street and Prairie Center are newer developments, oriented towards providing basic goods and services.

The county offices occupy a central location in Coupeville. Residential development is concentrated in the town and spreads out around Penn Cove and into some of the surrounding uplands.

Cultivated fields, pastures, and woodlands comprise the majority of land within the reserve. There are 48 farms in the reserve area ranging in size from 5 to 700 acres and have a combined total of approximately 6,000 acres. Recent figures indicate approximately 3,500 acres were registered as cropland and the remainder as woodland and pasture.

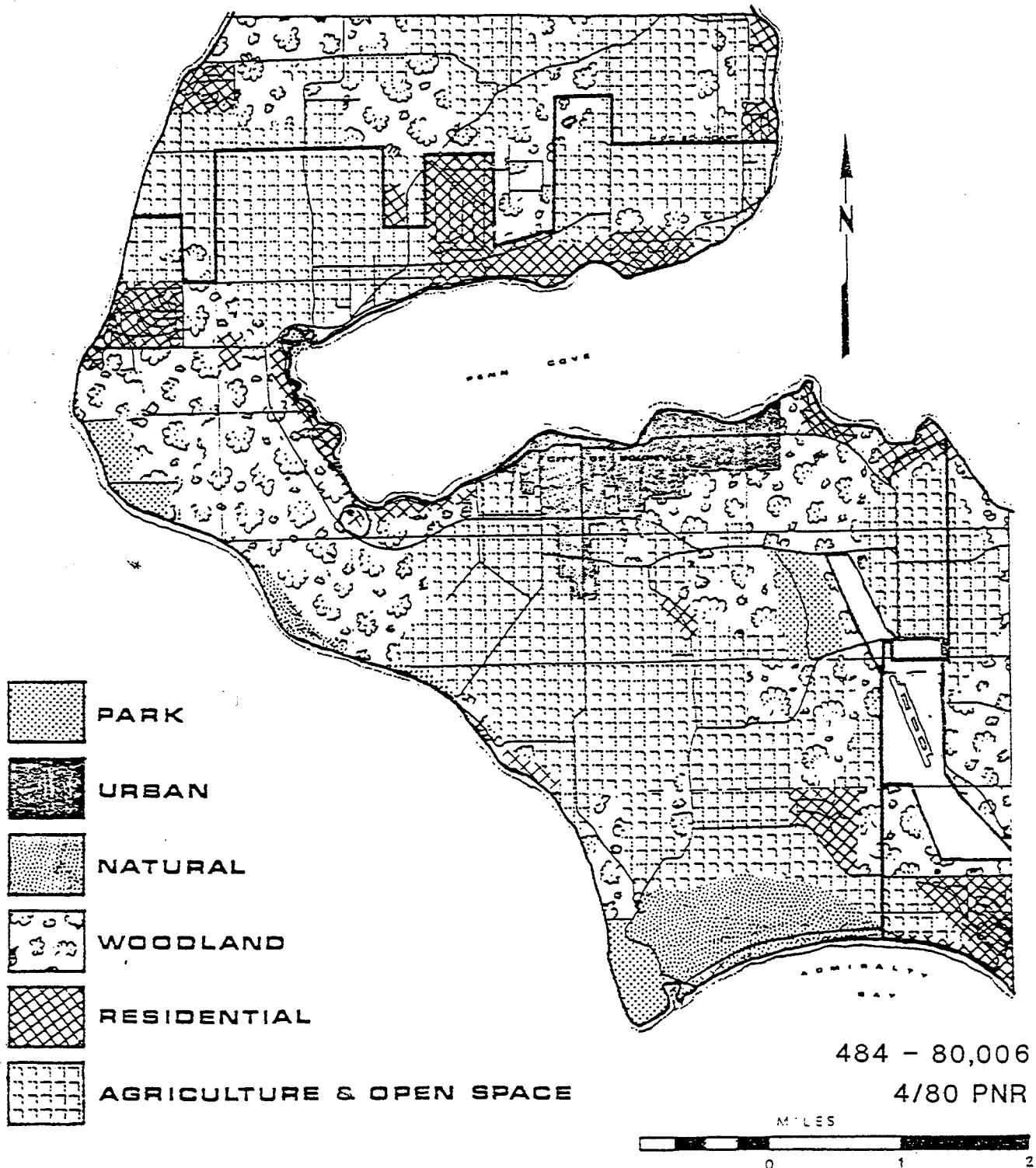
The following table and map describe land use within the reserve in 1978:

	ACRES	PERCENT
Parkland	650	4.9%
Urban/Commercial	150	1.1%
Woodland	4,700	35.8%
Residential	1,500	11.4%
Agricultural/Open Space	5,500	41.9%
Lakes/Wetlands	600	4.5%
Sub Total	13,100	100 %
Penn Cove	4,300	
Total	17,400	

(Based upon interpretation of 1978 Island County aerial photographs, ICPD, November, 1979.)

EBEY'S LANDING NATIONAL HISTORICAL RESERVE

EXISTING LAND USE



Demographics

Population

The population within the reserve was remarkably stable until the establishment of the Oak Harbor Naval Air Station in 1942. Using the figures for Coupeville as an indicator for the entire area, this stability can be seen in the following population census figures:

	Coupeville	Island County	Central Whidbey*
1910	310	----	---
1920	340	5,489	---
1930	277	5,369	---
1940	325	6,098	---
1950	379	11,079	1,474
1960	740	19,638	2,173
1970	743	27,011	2,993
1977	924	37,500	4,193
1978	926	39,100**	4,250**
1979	926	40,200	4,500**
1985 (projected)	1200	51,600	5,800
1990 (projected)	1400	62,100	6,800
2000 (projected)	1900	83,700	9,100

*This does not precisely coincide with reserve boundaries.

**Estimate.

The population of the reserve is estimated to be around 3000 persons. As is apparent from the Coupeville figures, the past few years have been a period of rapid growth. During the period 1970-79, there was a 48% increase in population throughout Island County. A rate of 4.8% growth per year is being used to predict growth and is considered to be a high rate of growth. The major factor in this large population increase in Island County, as in all Western Washington, has been in-migration. Studies of the age distribution of the population show a high percentage of older persons, indicating that a number of people of retirement age are settling in the area.

The population of Island County and Central Whidbey fluctuates seasonally. Many people from the Seattle area have summer homes in the beach communities, and tourists from nearby urban centers take day-trips to the area or week-end in the state parks. Washington State Department of Transportation figures for 1978 indicate that there were an average of 1200 visitors in the Central Whidbey area each summer day. This estimate is based on figures from the traffic counter located on S.R. 20 east of Coupeville. The vehicle occupancy rate used was 2 persons per vehicle. Given these figures, and considering the Coupeville, Fort Casey, and Keystone traffic, it is estimated that at least 500,000 people visit the area annually.

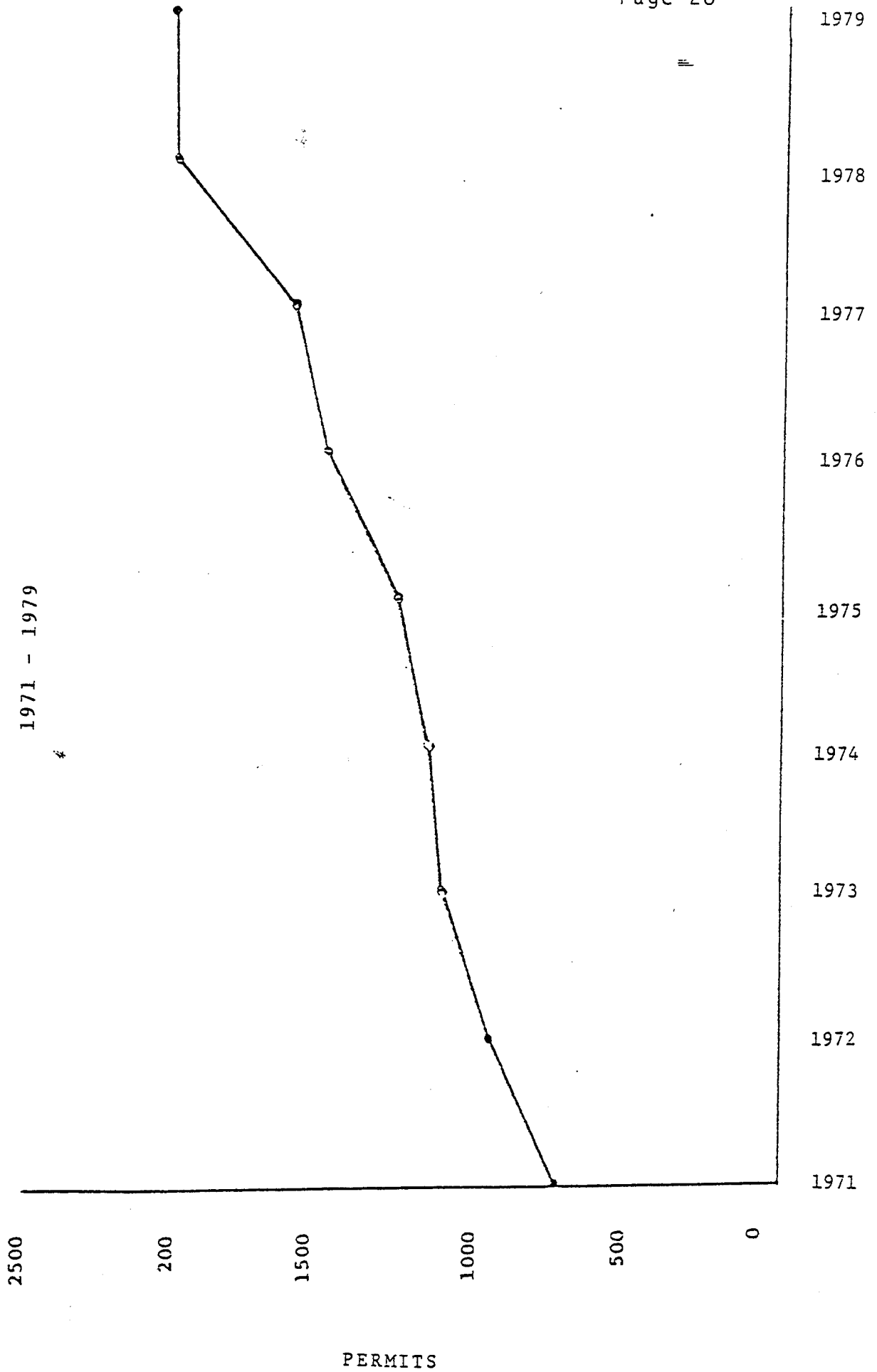
Housing

The continuation of the original settlement pattern and the existence of a large number of historic sites and structures has led to national recognition of the Central Whidbey Island Historic District. Many of these historic buildings have been well maintained and are still homes or businesses.

ISLAND COUNTY
BUILDING PERMIT ACTIVITY

BY YEAR

1971 - 1979



Increasing population in Island County, as in all of the Puget Sound area, has created a large demand for new housing and development. The following graph of building permits issued in Island County in the past six years illustrates the upward trend in housing development. This development has been steady, although somewhat slower in Central Whidbey than in other parts of Island County.

Transportation

Traffic circulation throughout the reserve is well established. State Highways 525 and 20 link the Clinton-Mukilteo Ferry on the south end of the island with the Deception Pass Bridge on the north. State Highway 20 cuts off to Fort Casey and the Keystone Ferry for travel to the Olympic Peninsula. Since the sinking of the Hood Canal Bridge, use of this ferry has increased, as has the traffic on Engle Road and State Highway 20 leading to and from the ferry. County roads service agricultural lands and residential developments. These are used primarily by local traffic. State Routes 20 and 525 on Whidbey Island have been designated scenic and recreation highways by the Washington State Department of Highways, Scenic Vistas Act, 1971 and the 1967 and 1969 Scenic and Recreation Highways Act. There is seasonal variation in traffic on SR. 20 through Central Whidbey. During the peak tourist month of August, there is a 23% increase in vehicular use on the north/south route through the reserve.

Travel along the shores of Whidbey Island by pleasure boats is very common. There are excellent marinas at the larger towns and many protected anchorages around the island.

There are several private and one public airfields on the island. The public field is located just north of the northern boundary of the reserve and can accommodate small twin-engined planes.

Public Services

The main source of public services for the surrounding area is Coupeville. It serves as the commercial, governmental, and tourist/recreational center. Fire protection is provided by the local fire districts. Coupeville, the county seat, is the center of government. Electricity is provided by Puget Power; telephone by General Telephone. Island County provides a solid waste disposal site within the reserve.

Public Water Supplies: Coupeville's water system services the town and is the major supplier to the surrounding area. Ground water is the source of supply, some of which is chemically purified by the town's water treatment plant. Individual and community wells, of varying depths and water quality, are used by the rest of the population in Central Whidbey.

Sewer

The Coupeville and Penn Cove districts both have sewer systems. Other residential sewage is handled by septic tank systems. There is a plan to develop a Coupeville waste-water demonstration program. Under this plan, treated municipal waste would be applied to selected local agricultural lands. All of the municipal systems which are primary treatment systems do not meet federal and state standards and operate on waivers.

Socio-Economics

The economy of the reserve area is based on three elements: public administration, agriculture, and tourism. The public administration sector makes up the largest portion of the employment base of the region. Income comes from the Island County offices, Island County General Hospital, Naval Air Station Whidbey, and the Coupeville schools.

The prairies provide the agricultural base of the reserve. The farms in the region produce bulbs, wheat, barley, corn, squash, beets, and cabbage seed. Dairy farming is also a major industry.

The scenic beauty of the rural/agricultural area and the historical charm and character of Coupeville attract large numbers of tourists each year. Coupeville is a major tourist center with shops and restaurants catering to tourist needs. On Front Street, the center of tourist activity in Coupeville, it is estimated that 48% of the trade is from tourism. Exact figures for tourism in the town are unavailable, but it is estimated that 60,000 to 65,000 people attended the weekend Coupeville Festival in August, 1979.

The proximity to Canada and to the Seattle area should mitigate against a decline in tourism because of the gas shortages. The Washington State Parks and Recreation Commission has recently begun development at Fort Ebey State Park, which will include camping facilities.

The Tourism projections are as follows:

	1979	1980	1990	2000
Annually*	500,000	525,000	855,000	1,393,000
August (10% of total)	50,000	53,000	85,000	139,000

(Based on information furnished by the Island County Planning Department in early 1980 using a 5% annual increase rate.)



Looking south from Ebey's Landing, Admiralty Head can be seen in the middle distance.



The future of much of the farmland within the Reserve is uncertain.



Many of the 500,000 visitors to the area in 1979 have glimpsed views of Ebey's Prairie on the way to or from the Keystone Ferry.



An eight-mile coastal trail from Fort Casey State Park to Fort Ebey State Park is proposed. Here at Ebey's Landing the Washington State Parks and Recreation Commission purchased the strip of the lower bluffs to the right for park purposes. Perego's bluff dominates the skyline and is used by hikers and hang glider enthusiasts.

STATEMENT OF THE PROBLEM

The problem facing those involved in Ebey's Landing National Historical Reserve, whether they be farmers, local residents, developers, local governments, environmentalists or the National Park Service, centers around the basic issues of land use, growth management and governmental control. Will the area retain its open character, historic integrity, and rural essence which has made it so attractive to its residents and visitors?

The basic problems can be broken into a series of inter-related secondary problems, which in themselves are emotionally-charged issues. The threat of rapid change on Whidbey Island tears at the social fabric of the community, creating polarized positions from which retreat is difficult. How can local farmers continue to pursue their livelihood when land needed for farm expansion is being divided into homesites? Where do the burdens for preservation of open space fall? How can the local governments provide public services to increasing numbers of new residents and keep the tax base within current levels? How can the area deal with the increasing number of tourists, recreation homes, and retirement populations? How can the increasing demands for water and sewage disposal for new residents be met and still furnish an adequate amount of water to those already residing on the island?

The County's environmental impact statement for the conceptual plan examined the problem and the effect the plan for the reserve would have on the situation.

Other means of implementing the plan were considered and could be used to augment the main implementation methods, or considered as alternatives to accomplish the same land preservation goals. Basically, the alternatives considered were restrictive zoning and some form of outright purchase.

Zoning is a traditional means of controlling development, but involves serious questions of reducing the value of land without compensating the owner. It has also proved an ineffective means of protecting agricultural land. As pressure to develop the land increases, it becomes politically very difficult to maintain restrictive zoning.

Land banking is a way of land preservation in which land is purchased and managed as a public trust, i.e., leased for agricultural use, or maintained as open space. This is a very expensive form of land preservation in an area such as Island County where land prices are high.

Alternatives to the plan itself are (a) no-action (i.e., no historical reserve) and (b) a less inclusive reserve (i.e., one with fewer protected areas).

The probable outcome of the no-action alternative would be that future growth and development would be dominated by market forces subject to county control. (At present, the effective limit of county control is ten acres and less.) The agricultural and open-space areas of the reserve would probably be slowly diminished as parcels were subdivided. At some point the economic viability of the area as an agricultural district would end, and the uniqueness of the Central Whidbey Historic Region would be lost.

The second alternative, to reduce the scope of the proposal, would have effects that are difficult to predict. An agricultural district needs a certain, not easily defined, amount of working land and working farms to remain viable. Those lands not included in the plan under this option could be sold and subdivided for development.

If a sufficiently large number of farms were taken out of production, the existence of the remaining farms would be threatened. This would be both because a certain number of farms are needed to support the required services to farms (feed stores, markets, government programs) and because residential development is incompatible with continued farming usage of the surrounding area. The probable outcome of reducing the scope of the reserve would be the loss of the unique region.

The problems of land use, growth management and government control existed long before the creation of the reserve, but are now an integral part of what has become a collective problem. The solutions proposed in this plan depend upon the cooperative efforts of local citizens, landowners, local and state government as well as the Federal government. When accord is reached, the credit for achievement will rest with those most affected by the plan - those people who know, love and live within Ebey's Landing National Historical Reserve.

SUMMARY OF THE CONCEPTUAL PLAN

As its part of preparing a joint comprehensive plan, required by P.L. 95-625, Island County and the Town of Coupeville established the Ebey's Landing National Historical Reserve Planning Committee. The committee identified objectives for the three use areas: public/development; historic and natural preservation; and private use, subject to appropriate local ordinances.

Within these areas, the committee further identified features and zones by significance and need, requiring preservation attention. The preservation priorities covered some 18 sites or areas which were briefly described and for which management options were prepared.

These areas included:

1. Ebey's Landing-Perego's Bluff and Lake-Hill Road
2. Ebey Prairie and Valley Sides
3. Town of Coupeville
4. Fort Casey-Keystone Spit-Casey Campus
5. Monroe's Landing
6. Crockett Prairie
7. Crockett Lake
8. Jacob Ebey Uplands/Ridge
9. Scenic Highway Routes
10. Grasser's Hill
11. Fort Ebey-Pt. Partridge
12. Grasser's Lagoon
13. Crockett Uplands
14. San de Fuca-West Beach Uplands
15. Fort Casey Uplands
16. Kettles
17. Blower's Bluff and Uplands
18. Smith Prairie

The committee's concern for local management resulted in the proposal for the creation of a trust board. The trust board composition recommended by the committee was:

- 3 representatives from the Town of Coupeville,
selected by the mayor with Town Council approval;
- 3 representatives of Island County residing within the reserve,
selected by the County Commissioners;
- 1 representative of Island County at-large,
selected by the County Commissioners;
- 2 representatives from appropriate Washington State agencies,
designated by the Governor; and
- 1 representative from the U.S. Department of the Interior,
designated by the Secretary.

All members would be selected from nominations submitted to the Secretary of the Interior.

The trust board would advise the local, state and federal governments on policy matters relating to the management of the reserve.

The conceptual plan is based on the spirit and intent of the legislation as well as the local citizens' desire to maintain a viable working community. The continuation of agriculture and the harvesting of forest resources is important to the community. The historical and cultural setting of the Town of Coupeville possesses an important and interdependent relationship to the surrounding rural area. Under this plan, the urban growth of the town and county will be guided to avoid encroachment of the scenic, historic and natural areas.

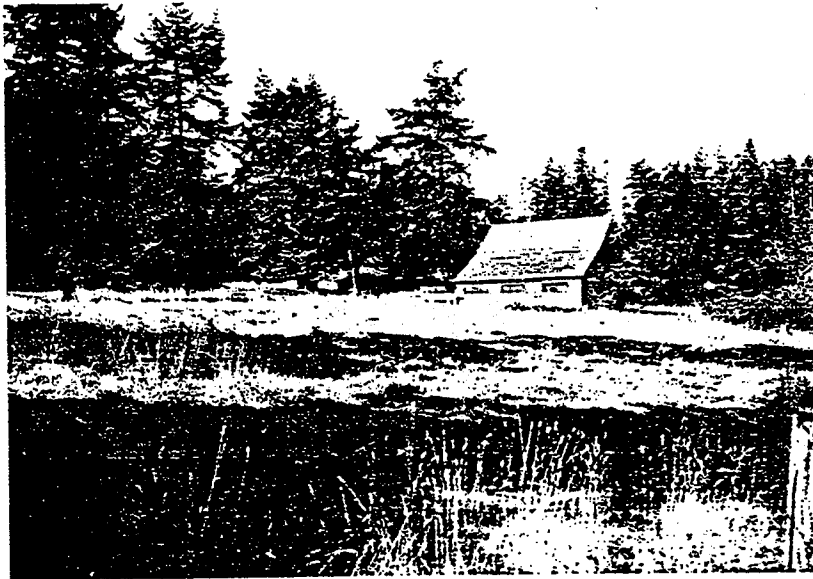
The entire citizen's conceptual plan can be found in the appendix of this comprehensive plan.



The Olympic Mountains and the Straits of Juan de Fuca are the scene to the west of Ebey's Landing.



The Keystone "Olympic" ferry brings visitors to and from Port Townsend on the Olympic Peninsula. The Fort Casey State Park campground can be seen behind the ferry.



Pastoral scenes, forests, and old barns delight the eye.



A small county park at Monroe's Landing on Penn Cove draws a family on a sunny day.

NATIONAL PARK SERVICE GENERAL PLAN

The National Park Service has developed the following general plan, which with the Citizens' Conceptual Plan, forms the comprehensive plan required by P.L. 95-625. The Service's plan is divided into topical units covering: historic preservation, interpretation, land acquisition, staffing and operational costs, a development schedule, a cooperative management schedule, and a listing of cooperating agencies' responsibilities. The Service's proposal is designed within a broad framework to meet the rapidly changing conditions on Whidbey Island while, at the same time, providing a positive platform for the National Park Service's participation in the reserve.

Historic Preservation

The Resource

The most important historic resources in the reserve are the buildings that represent Central Whidbey's history from the period of pioneer settlement to today's community. Some 91 structures have been identified as possessing historical and/or architectural significance. Many aspects of the community's life are represented: religion, education, residential, commerce, and even defense.

It appears unwise to attempt to compile a list of structures in order of significance at this time, for it would be difficult to reach a consensus. More importantly, decisions about which buildings should receive attention will have to be based as much on the attitude of individual owners and the condition of individual buildings, as on significance. Sheer chance will be decisive in many of these decisions, as changes in ownership and proposed remodeling will present both challenge and opportunity.

Nonetheless, there are buildings, or clusters of buildings, which appear to be preeminent, as follows; no priority of importance is implied:

Ferry House, Davis Blockhouse, Crockett Blockhouse, Jacob Ebey Home, and Jacob Ebey Blockhouse are important as reminders of early settlement on the island and the trouble with the Haida marauders. They also form a cohesive group in association with Ebey's Landing. This last site is important in its own right as the disembarkation point for many of the first settlers.

The Captain Thomas Coupe House, the Kineth Farm House and the Swift House are fine examples of pioneer residences in other parts of the reserve.

The complex of false-front and gable-roofed commercial buildings on Coupeville's Front Street is the most cohesive group of structures in the reserve. Besides being important as representatives of the area's commerce, their harmony and unity of scale and style can only be described as charming.

The old San de Fuca School, the Masonic Lodge, the Methodist Church, and St. Mary's Church are vital to an appreciation of community life.

The Historic American Buildings Survey listed 18 buildings in this area as having architectural significance. Fifteen are extant: Alexander Blockhouse, Crockett Blockhouse, Ebey Blockhouse, Davis Blockhouse, Captain Thomas Coupe House, Jacob Ebey House, Major Granville O. Haller House, Captain James Henry Swift House, John Robertson House, Masonic Hall, Ferry House, John Kineth House, Charles Terry House, I.B. Power House, and County Court House.

It should be emphasized, again, that the above by no means exhausts all possibilities, and failure "to make the list" by no means denegrates other historic structures. A more comprehensive listing could only be based on a thorough survey of the condition of historic buildings in the reserve, the need for which is addressed later in this chapter.

Not all periods of the reserve history are represented by buildings. Captain George Vancouver's discovery of Whidbey Island could serve to commemorate his exploration of the Puget Sound country as a whole. But no physical remains of this key event exist, or ever existed. Perhaps the best memorial is the natural environment which, while altered, still retains the general visual aspect of its former state. Thus, preservation of Penn Cove and Ebey's Prairie vistas must be an essential part of any historic preservation; both for the above reason, and to provide the background or scene which is absolutely vital to any historic property.

The 33 recorded archeological sites are also important resources. They are significant as repositories of scientific information and as interpretive resources to introduce the subsequent European/American history of the reserve.

The Parameters

Preservation of the historic buildings and the rural/natural scene will be carried out in a context defined by the mandates of legislation, and the wishes of the local people.

The Central Whidbey area is a living community, with all the pressures for growth and change which that implies. It cannot be frozen in time, as more traditional historic sites are.

The historic structures and much of the land will remain in private ownership.

The state and county governments, and the trust board will participate in the development and operation of the district.

The legislation establishing the reserve does not authorize the National Park Service to fund capital improvements, such as full-scale restoration of historic buildings.

The Plan

Several opportunities exist for maintaining the integrity of historic buildings:

The county might encourage maintenance of historic appearance and guide future development by zoning.

A sign ordinance might be passed to encourage replacement of recent signs on or nearby historic buildings to reflect the historic period.

Easements guaranteeing that the historic appearance of building exteriors could be purchased on a willing seller/willing buyer basis. Scenic easements or development rights on lands might be obtained on the same basis to preserve the historic, rural ambience.

The impact of any federal program on the reserve's historic resources might be controlled by Sec. 106 of the Historic Preservation Act of 1966. This requires that any federal undertaking which might affect a National Register property must first be commented on by the state historic preservation officer and by the President's Advisory Council on Historic Preservation.

Owners of historic structures should be aware of the benefits afforded by Sec. 2124 of Public Law 94-455, the Tax Reform Act of 1976. This act provides tax incentives to encourage historic preservation.

Cooperative agreements with property owners might be negotiated to permit expenditure of funds for minor repair or rehabilitation in return for the owner's commitment to maintain historic integrity.

The National Park Service will provide limited technical advice to owners wishing to repair, rehabilitate, or restore their historic structures.

Detailed planning for major rehabilitation might be partially defrayed by the grant-in-aid program authorized by the Historic Preservation Act of 1966.

A number of funding opportunities exist for funding major rehabilitation or restoration projects:

Since the Reserve is listed on the National Register of Historic Places, owners of historic properties in the district are potentially eligible for grants-in-aid under the Historic Preservation Act of 1966. These federal grants are made through the agency of the State Historic Preservation Officer, and are on a matching fund basis.

Public Law 93-449 authorizes the Federal Housing Administration to insure loans to preserve, rehabilitate, or restore residential structures of historic value. Buildings used as homes for one or more families, which contribute to the historic character of the district, might qualify.

Property owners might also be eligible for historic preservation loans under the Housing and Community Development Act of 1974, administered by The Department of Housing and Urban Development.

The National Park Service and the trust board will cooperate in aiding property owners to locate grant sources and file applications with granting agencies.

Wise management and development of the reserve may involve some further investigation of the area's historic resources.

An updated inventory will be made of all historic structures in the reserve to assess their condition and to determine the owner's attitude toward continued preservation.

All buildings should eventually be the subject of minor architectural investigation to determine whether or not their historic appearance has been modified. Based on the investigation structures given high priority for repair or rehabilitation would be investigated first.

Depending on the complexity, investigations could be accomplished by volunteer help with technical assistance by the National Park Service, or programmed for accomplishment by National Park Service professionals.

Interpretation

According to Freeman Tilden, renowned expert on the subject, interpretation is ". . . a public service that has so recently come into our cultural world that a resort to the dictionary for a competent definition is fruitless."

Further:

. . . every year millions of Americans visit the national parks and monuments, the state and municipal parks, battlefield areas, historic houses publicly or privately owned, museums great and small--the components of a vast preservation of shrines and treasures in which may be seen and enjoyed the story of our natural and man-made heritage. "In most of such places the visitor is exposed, if he chooses, to a kind of elective education that is superior in some respects to that of the classroom, for here he meets the Thing Itself--whether it be a wonder of Nature's work, or the act or work of Man . . . Thousands of naturalists, historians, archeologists and other specialists are engaged in the work of revealing, to such visitors as desire the service, something of the beauty and wonder, the inspiration and spiritual meaning that lie behind what the visitor can with his senses perceive. This function of the custodians of our treasures is call Interpretation.

Tilden goes on to give a dictionary-type definition of interpretation:

An educational activity which aims to reveal meanings and relationships through the use of original objects, by firsthand experience, and by illustrative media, rather than simply to communicate factual information.

The value of interpretation is that visitors to a park or reserve may gain more appreciation and enjoyment than they may have anticipated. They return enriched because of the added understanding provided by an interpretive program. Development of interpretive facilities is preceded by detailed planning, frequently time consuming; however, during the interim, volunteer help may develop programs to assist the visitor. In this way, opportunities for enhancing visitor experience through interpretation can be made available at Ebey's Landing National Historical Reserve.

Interpretive Devices

Orientation publications, other publications, signs, wayside exhibits, self-guiding trails and tours, and special activities are the standard interpretive devices used in national parks and in state and local parks and recreation areas. The following descriptions of these interpretive methods include discussions of the advantages and disadvantages of each of these interpretive approaches. These descriptions provide a glossary and a shopping list as well:

Orientation Publications: These are the core information publications for a park. Usually they are folder-style documents that contain an overall description and a map of the area, outline the basic values of the area, give directional information, and suggest what to do and see. Production of these folders is usually accorded the highest priority in a newly established interpretive program. The folder provides the essential information that makes visits meaningful, and may be used on site in identifying and explaining features. They can also be mailed out or otherwise distributed-- on the ferries, for example--for advance information.

Other Publications: More comprehensive publications are prepared after the area has been established for awhile and its needs better ascertained. They include histories and natural histories, detailed orientation and activities guides--such as hiking--identification guides, and specific studies. Publications that serve as guides to local features, or provide information on the history or natural history of an area may already be available, obtainable from local merchants in communities adjacent to an area. Thus, some basic useful interpretation is "built in" prior to the formulation of an interpretive program.

Signs: Directional signs should also be given a high priority for interpretive development. Visitors must be able to identify the area and to locate its major features. In addition, good directions are an essential part of a governmental agency's concern for assisting citizens with fuel conservation. Further, a well-planned attractive sign system denotes order and care. It may even foster a greater appreciation of the area's resources and aid in their protection.

Wayside Exhibits: These graphic displays are sited adjacent to significant features. They are frequently placed in parking areas, at roadside pullouts, and at major trail entrances and overlooks. They have descriptive texts, illustrations, and, occasionally, actual objects. They are an excellent means of decentralizing interpretation, thus obviating the need for a visitor center, and place greater emphasis on interpretation on site. Wayside exhibits should be planned around a unifying theme. An important design criterion is that waysides be unobtrusive and compatible with the landscape. If wayside exhibits are used in connection with road-parking areas, pull offs, warning signs to alert motorists of their presence are recommended.

Self-Guiding Trails and Tours: Popular throughout the Nation, self-guiding trails are a do-it-yourself method of interpretation. Interpretation is most frequently presented through booklets keyed to numbered markers, small labels, visitor-activated audio stations, tape repeaters or a combination of the foregoing. Special Braille markers for the blind are found in a number of areas. Interpretation is usually centered around a theme, such as forest ecology, the story of an outstanding geological event, an historic event, chronology, or a sequence of sites. The length of the trail is usually short enough to be completed within one hour or less, although this is dependent on the terrain, or the features.

Special Activities: Programs for special populations are a newly identified, but very real need. Examples are conducted trips for the paraplegic, mentally handicapped, blind, and hearing impaired. These activities are usually conducted in cooperation with specific groups which provide their own attendants and interpreters. An important phase of special activities is the conducting of training and programs for groups of teachers, students, and community organizations that visit the area. The variety of specialized activities in interpretation is as broad as the imaginations of those developing and conducting the programs.

Interpretive Projections for the Reserve

The preceding sections are designed to put possibilities for interpretation at Ebey's Landing National Historic Reserve into perspective. Proposals for interpretive programs and facilities at the reserve may be categorized as those which can be implemented in the near future with a minimum of planning and money, and those which require detailed planning and/or the availability of a significant amount of funds. Interpretive planning and development will be a cooperative venture. The communities, residence areas, and facilities present within the reserve already provide educational and recreational opportunities. State park lands provide access to historical and scenic areas with attendant educational opportunities. The local highway system provides access to these public-use areas. There already exists a unique complex of all basic visitor facilities, automobile and marine access, educational, and recreational opportunities. A program of modest proportions is recommended. Cooperative activities and projects with local advisors, specialists, government, and organizations should be continually pursued.

Orientation Publications: The basic informational folder could be produced in the very early stages of reserve activity. It could be locally written and designed, and printed by the Government Printing Office. The folder can be distributed free at major access points including the reserve project office, as well as other locations in Coupeville and perhaps on Washington State ferries or ferry landings in Island County.

Other Publications: Initial emphasis should be placed on those publications already available. There are excellent guides to the historic structures in Coupeville and the history of the area. Visitors should be encouraged to purchase these materials from local merchants.

Signs: The design of the sign program for any new unit of the National Park System is an important task. As described earlier in this section, it is important the design reflect the theme and mood of the area. Such a program should be discussed with local specialists and residents so as to obtain maximum feedback of ideas. Close coordination will be needed for additional or improved mileage, directional, and traffic signs. Eventually, signs indicating the major points of interest should be designed as an essential part of this program.

Wayside Exhibits: A wayside exhibit plan is normally the initial step in the planning sequence in the National Park Service. As with all the signs, compatibility with the landscape, adherence to local ordinances, the following of established review procedures, and a follow-through with the sign theme and colors are essential. Such an early wayside exhibit plan must take into consideration the present availability of access and parking. Under Washington State Law, the Scenic and Recreational Highway Act provides development and operation direction for scenic and recreational purposes. This avenue will be pursued to determine the availability of funds for interpretative development on SR 20 and 525.

Self-Guiding Tours: In the initial stages of development, the production of a modest self-guiding road-tour booklet seems within reason. Through cooperation with the state and county, the present scenic drive system could be modified to include the principle roads through the reserve. Locations of the keyed markers could be shown on a map in the booklet.

The need for self-guiding trails in specific areas can be assessed as visitor patterns develop. Such areas as the beach at Ebey's Landing might be practical.

Specific Interpretive Sites:

Tours: County, town and state roads as shown on the interpretive map.

Trails: Shoreline of Admiralty Inlet.

Wayside Exhibits:

Orientation:

- Near the OLF on SR 20.

- Near the hamlet of San de Fuca on SR 20.

- Downtown Coupeville

- Keystone Ferry Landing area

Natural History:

- Grasser's Hill and Lagoon

- Coupeville

- Engle Road pull off

- Keystone/Crockett Lake

Historical:

- Crockett Blockhouse
- Cemetery and Blockhouse
- Coupeville (Front Street) and Blockhouse
- Monroe's Landing
- Ebey's Prairie and Beach
- Engle Road pull off

Special Category: View point identification
Smith Farm bluff, upper and lower viewing platforms.
Trailhead at corner of Ebey's Road.

Cooperative Signing:

- Fort Casey (Washington State Parks)
- Fort Ebey (Washington State Parks)
- Washington State Ferries at Clinton/Mukilteo and
Keystone/Port Townsend
- Town of Coupeville
- U.S. Navy at OLF

Information Center at Coupeville

Mini-bus Tour: From Keystone Ferry Landing through the reserve to
Coupeville and return - 45 min. tour, (potential to be explored).

Other

- Publications: To be developed
- Personal Services: To be developed at state parks and Coupeville.

The thrust of the interpretation will be multi-faceted covering: history, archeology, natural history, stewardship of the land, architecture, recreation and the reserve as a new and separate entity, a workable concept of local, state and federal participation. Recognition of the participation of private landowners in the reserve must be clear, so that the visitors to the area will have an understanding and respect for the private lands within the reserve. Interpretive programs and facilities should stress the positive nature of this joint venture in landownership and preservation. The Trust Board will play an active roll in any interpretive planning for the reserve.

Land Acquisition

The land conservation and preservation plan for Ebey's Landing National Historic Reserve will be a cooperative effort between the National Park Service, State of Washington, Island County, and the Town of Coupeville.

The Service's primary land acquisition approach will be through the purchase of scenic easements - development rights - on critical areas that have been identified in the citizens' preservation plan and in concert with appropriate local government laws and regulations. Each parcel of land in the critical areas will be considered individually, keeping in mind the overall objectives of the Island County Comprehensive Plan which are to retain as much open space/agricultural land as possible. In the critical areas, on the fringe of the critical areas and on the lands adjacent to these areas, the Service will cooperate with Island County in developing an alternative strategy involving density trade-offs, cluster housing, and exchange or transfer of development rights through contract zoning with the Island County Planning Department.

Except as discussed later in this section, there will be a minimal amount of land acquired in fee simple. As shown on the general development map, sites have been identified for the development of interpretive facilities and scenic overlooks. With the consent of the landowner, these sites will be acquired in fee simple. Should negotiations fail on these preferred sites, alternative sites will be considered.

Public-access easements will be needed for a hiking trail between Fort Casey State Park and Fort Ebey State Park. These easements will follow, where practical, an existing informal hiking trail across private and state lands. The preferred location of the public hiking trail is shown on the general development plan. It follows the existing trail starting at Ebey's Landing and continuing along the edge of the bluff overlooking Perego's Lagoon for approximately four miles to Point Partridge.

Acquisition of scenic easements - development rights - will be concentrated in the critical areas in the following order of priority: (1) Ebey's Prairie, (2) Keystone Spit, (3) Crockett Lake and uplands, (4) Grasser's Hill and Lagoon, and (5) Monroe's Landing.

Since the acquisition of any land or land rights will be conducted on a willing seller/willing buyer basis, and since each landowner's financial situation and personal desires vary so greatly, it is impractical to identify the method of acquisition and the exact rights to be acquired in each case. Keeping this in mind, the land-acquisition program must have the flexibility to adapt to changing circumstances.

A variety of land-acquisition methods have been considered for use within the reserve. Any one of these methods or a combination thereof may be used in acquiring the necessary development rights within the critical areas. Acquisition of interpretive sites and scenic overlooks in fee simple and acquisition of public-access easements for a hiking trail have already been discussed.

The following are the methods of acquisition which may be used to preserve the open space/agricultural lands:

Acquisition in fee simple (with consent of the landowner).

Lease for agricultural purposes.

An exchange of restricted agricultural lands with adjacent landowners for their development rights.

Purchase of development rights (scenic or preservation easements).

Purchase of architectural controls.

Donation of any of the above interests.

Various combinations of the above methods may also be used for special cases. For example, a particular landowner's financial position may be such that a partial purchase/partial donation of development rights may net the same dollar amount after taxes as a total purchase resulting in less cost to the public. Also, a landowner wishing to increase his agricultural base may be benefited by a fee-simple exchange of agricultural lands for development rights in an adjacent area. In any event, these kinds of alternatives will be explored for each acquisition.

The most immediate threat to the reserve is the division of the Smith Farm. The Smith Farm is a 300-acre parcel of Ebey's Prairie and is approximately one-half of the original Isaac Ebey Donation Land Claim. The Smith Farm was partitioned into 5-acre parcels during the summer of 1978. Subsequently, a local organization of concerned citizens, Friends of Ebey's Landing, filed suit in Superior Court claiming the 5-acre divisions were illegal. This suit has now progressed to the Washington State Court of Appeals which is scheduled to render a decision by early summer of 1980.

Should the landowners win in the Appeals Court, they might be in a position to sell their 5-acre parcels, which could severely threaten the future of the reserve. On the other hand, the landowners, recognizing the possibility of further legal action by the Friends of Ebey's Landing, which could delay them further, have requested the Service to consider the acquisition of the entire farm in fee simple, except the 20-acres surrounding the historic Gould house. This 20 acres will be protected by the purchase of development rights to preclude any future use other than agriculture and the residential use of the Gould house. If the owners wish to sell the 20 acres in fee-simple in the future, this desire can be accommodated. This proposal would involve the Service's purchase of a portion of the farm and the landowners' donation of the remainder. In light of the above proposal, the Service is initiating an appraisal of the property so negotiations can be commenced.



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If an agreement can be reached with the landowners, the farm can be preserved at a reduced cost to the Service. At the same time, the landowners will benefit by receiving approximately as much net cash after taxes as they would have received through the sale of individual 5-acre parcels. The Service will then have the option of either leasing or selling the property for agricultural purposes or exchanging the property, as restricted agricultural land, to adjacent landowners for their development rights. This approach can be used in other areas throughout the reserve.

Preliminary appraisals and evaluations indicate that the Congressional limitation of \$5 million on land acquisition will be inadequate to achieve the purposes of the National Historical Reserve. Indeed, the parcel vital to the success of the National Historical Reserve, the Smith Farm, is likely to require most of the current \$5 million limitation. Additional authorization for land acquisition expenditures must undoubtedly be sought.

Success of the National Historical Reserve also depends on receiving timely appropriations to acquire land. If the Smith Farm cannot be acquired in a timely manner, before multiple sales to other private owners, the Ebey's Landing National Historical Reserve, as conceptualized by Congress, is in dire jeopardy.

Staffing and Operational Costs

Before the transfer of authority, Park Service staff will be limited to a project manager and a permanent less-than-full-time secretary. Land acquisition will be handled by the regional office in Seattle and interpretive planning and production by National Park Service, Harpers Ferry Center. After the transfer of authority to the trust board, the Park Service would have no staff directly employed at the reserve. Island County would employ such staff as necessary to coordinate management.

Once land is acquired and National Park Service interpretive facilities are installed, cooperative agreements finalized and signed, the maintenance and operational costs of the reserve will be the responsibility of local and state agencies: Coupeville, Island County, State Department of Parks and Recreation, DOT, DNR. The highway pull offs on SR 20 would be maintained by the State Department of Transportation as would the roadside clean-up. The County Highway Department would be likewise involved on county roads, and Coupeville's Road Department would handle similar functions within the town. Maintenance of the interpretive signs would be coordinated through the reserve coordinator, and replacements would be ordered through the National Park Service.

Based on current visitor figures, over 500,000 people visit the general area annually, and adequate police and fire services are being maintained. The plan envisions that an annual accounting of all directly related police, public and fire services will be kept. Under the provisions of PL 95-625, up to 50% of these charges would then be covered by annual grants from the National Park Service. Also, as part of the operational and maintenance costs, supplies and equipment would be included in the annual report for which a 50% grant would be made.

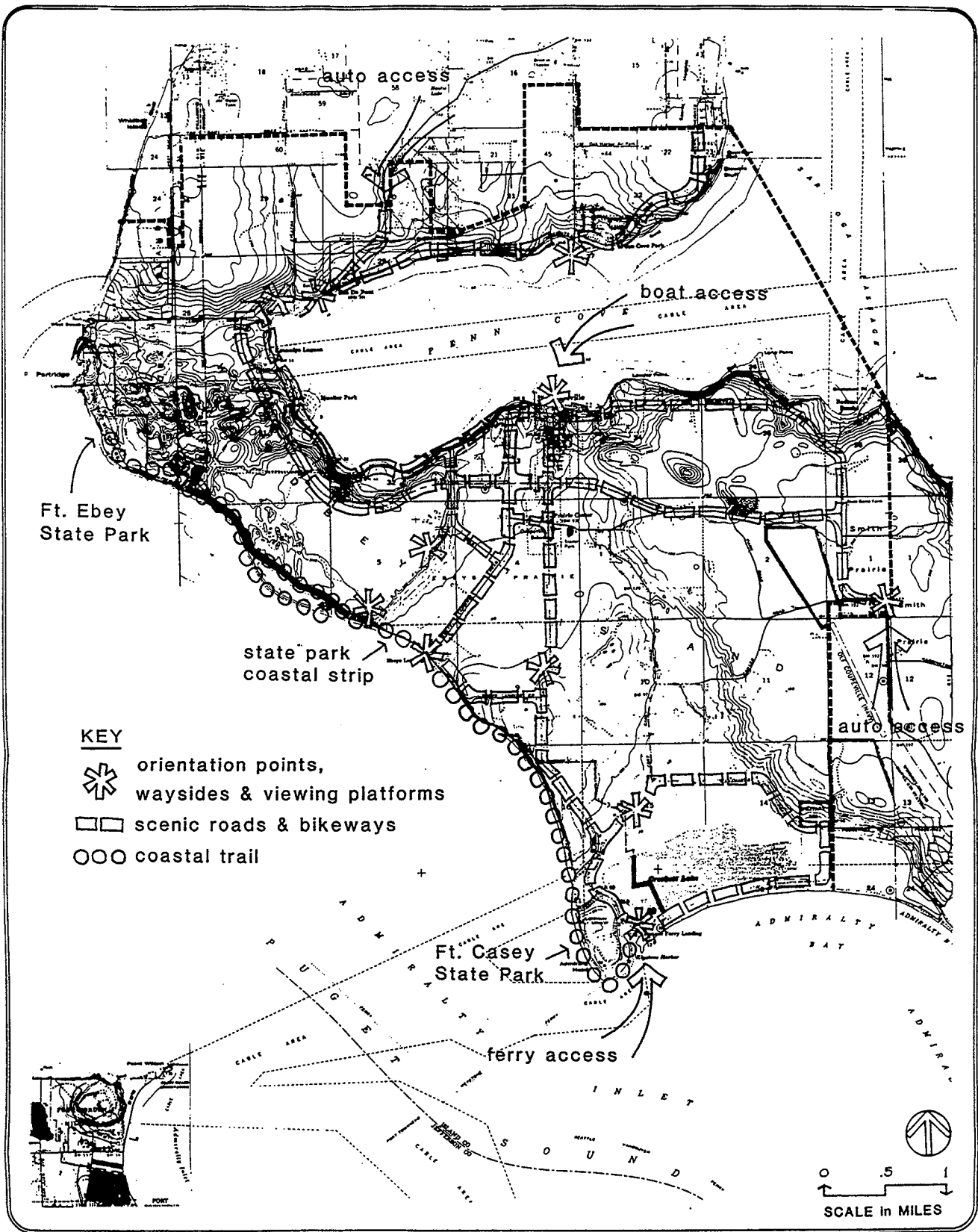
An annual report of expenses would be made by the trust board as part of its annual report to the Regional Director, Pacific Northwest Region, National Park Service, and subject to periodic government audit.

Development Schedule

Because development of the reserve must await the purchase of land for the interpretive facilities, a firm schedule for development is impossible. National Park Service activities will follow the scheme outlined below.

First Year

- Develop an interpretive wayside plan
- Design pull offs and view platforms
- Design trails where appropriate
- Determine highway signing needs
- Program all of the above for the next fiscal year



EBEY'S LANDING NHR General Development Plan

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Second year

- Prepare interpretive wayside exhibits
- Prepare the fee simple sites for pull offs, viewing platforms, etc. and
- Install waysides
- Install highway signs as needed
- Coastal trail construction

Third Year

- Complete any facility left in an incomplete state
- Complete trail construction

Ideally, the developments should be completed prior to the transfer of authority to the trust board. However, the transfer should not be postponed simply because an interpretive wayside exhibit has not been installed.

Cooperative Management Schedule

Early Project Status:

Since the authorization of Ebey's Landing National Historical Reserve on November 10, 1978, the Service has been focusing on completing the joint comprehensive plan, soliciting community input through informal contacts, working with the local governments to determine what effects the reserve will have, and working with the owners of the Smith Farm to develop an equitable and mutually agreeable appraisal basis.

The Service will open a project management office in Coupeville to facilitate public contact and closer coordination with local governments.

Upon submission of the comprehensive plan to the Director of the National Park Service and preparation of an Environmental Impact Statement, the Service will turn to implementing the land-acquisition plan by programming land-acquisition funds through established budgetary procedures, obtaining appraisals and negotiating with the landowners within the critical areas.

After adoption of the plan by Congress, a memorandum of agreement will be developed and executed among the Town of Coupeville, Island County and the National Park Service. This agreement will be the charter for establishment of a trust board, which will consist of city, county, state, and federal representatives. The agreement will also delineate the responsibilities of the trust board and of the other governmental units. After approval of the agreement by the Secretary of the Interior, the trust board will advise the Park Service project manager on the operation and development of the reserve, until such time as direct responsibility is shifted from the Service to the trust board.

The project manager will assess means to implement the interpretive elements of the plan, work with the local people to explain the project - its needs and limits - and coordinate plans with the various state agencies to insure that efforts are not duplicated. The state agencies would include the Washington State Parks and Recreation Commission, Department of Natural Resources, Department of Transportation, Department of Game, the Department of Ecology, and the Office of Archeology and Historic Preservation.

The federal agencies involved in the project will include the Heritage Conservation and Recreation Service, Department of Housing and Urban Development, and the Department of the Navy.

Coordination with private agencies such as Seattle Pacific University, Island County Historical Society, Washington Environmental Council, Seattle Audubon Society, Ebey's Landing Open Space Foundation, and others, will be sought to develop an understanding of the project.

The Town of Coupeville and Island County governments will be key elements in the success of the reserve and will be involved in all phases of planning and implementation.

Public hearings have already been held on the citizens' comprehensive plan and State EIS, but another hearing to meet the National Environmental Protection Act (NEPA) will be needed. Notice will be given and guidelines followed to meet NEPA requirements.

According to P.L. 95-625 establishing the reserve, when in the judgement of the Secretary of the Interior, the State or the local government having jurisdiction over land use within the reserve have enacted zoning ordinances and other land-use controls that will protect and preserve the historic and natural features of the area, he may under the terms of a cooperative agreement:

Transfer management and administration.

Provide technical assistance for management, protection, and interpretation.

Make periodic grants up to 50% of the cost for management and operation of the reserve.

Transfer of Responsibility:

After the cooperative agreements have been executed by the state and local governments, the necessary land acquired, and the interpretive devices designed, the actual transfer can be made. At this point, the National Park Service's project manager's role becomes advisory and responsibility shifts to a local project coordinator and the trust board. The transfer would best take place at one time, but the reality of such a complex operation indicates that the actual transfer will be spread over a period of a few months. If this is the case, interim agreements may have to be made to protect the various agencies and define their roles in the reserve.

Post-Transfer Management:

The trust board will advise local government on the operations and coordinate management of the reserve, comment on the actions of agencies or individuals within the reserve, and serve as a partner in the contractual agreements of public reserve lands and development rights. The reserve manager will have the responsibility for liaison with other agencies and accountability for the reserve.

The trust board will obtain advice, information and guidance from the Regional Director of the National Park Service's Pacific Northwest Regional Office as needed. Each year, the Service will conduct an appraisal of the management and operation of the reserve under the requirements of Paragraph (e), Section 508 of P.L. 95-625.

The National Park Service will request an appropriation through customary budgetary procedures to defray a portion--not to exceed 50%--of operational costs. The remaining costs will be borne by local governments. The budget request based on actual operations and maintenance costs will be submitted by the trust board to the Regional Director of the Pacific Northwest Region.

The enabling legislation provides for correcting problems in the reserve management after the transfer. If the Secretary determines that the reserve is not being managed in a manner consistent with the purpose of P.L. 95-625, he shall give a notice to the appropriate officials to correct the situation and 90 days to conform to applicable laws, ordinances, rules, and procedures. If no correction or improvement is made, the Secretary will withdraw the management and administration from the transferee and manage the area as a unit of the National Park System. The authority for this procedure is found in Paragraph (e), Section 508 of P.L. 95-625.

Other Agencies' Responsibilities

Sound development and the management of the reserve will necessitate coordination with landowners, local citizens, local governments, and land-managing state agencies. Operations of the reserve will have little effect on the policies or programs of the state land-managing agencies.

The Interagency Committee for Outdoor Recreation will be consulted where appropriate, to assure compliance with outdoor recreation policies of the state as contained in the Statewide Comprehensive Outdoor Recreation Plan (SCORP).

Washington State Parks will continue to function with little impact from the reserve. Advice from state parks staff will be valuable to the local reserve coordinator and the trust board. A close working relationship at both central-office and field-office levels will be needed in the early stages of planning and development, after which the field level will be the major source of assistance. All National Park Service planning, location and construction of the coastal hiking trail will be done in cooperation with Washington State Parks. Management of the trail on State Park land would be their responsibility.

The State Department of Natural Resources has designated its property adjacent to Fort Ebey State Park as recreational land and is developing the area for this purpose. A cooperative agreement between DNR and the reserve may be needed to protect the forested nature of the land. The proposed coastal hiking trail will follow the existing DNR trail to the top of the bluffs.

The Washington State Game Department has shown interest in Crockett Lake and might be the appropriate agency to manage this resource. It would be hoped that the Game Department could acquire title to the lake or that a special agreement be developed so that the Department could assume complete control of the lake.

Two wayside exhibits will be located on SR-20 and close coordination with the State Department of Transportation during the design and construction stage will be needed. Other interpretive waysides and pull offs will need to be located with the help of the State Transportation Department officials.

The bulk of the responsibility for management and operation of the reserve will fall on local governments. The various departments of Island County and the Town of Coupeville will be responsible for fire and police protection, roadside maintenance, land-use planning, enforcement of zoning ordinances, and sanitation in the areas of their jurisdiction within the reserve. These

local government endeavors will be channeled through the reserve coordinator. Policy matters for the reserve will be set by the trust board. The organizational chart in the Conceptual Plan, Section VI, diagrams the inter-relationships.

The U.S. Navy will be consulted to obtain input regarding its activities at the Outlying Field (OLF) at Smith Prairie. A joint effort to interpret aircraft operations at the OLF is one possibility.

The day of Coupeville Historic Review Board and Island County's Historic Advisory Committee will continue to be involved in their part of the decision making process, providing advice through the local planning departments.

Special attention will be given to the development of cooperative efforts with the planning staffs of the Town and County. These staffs possess special skills and could be a valuable advisory group to the reserve coordinator and the trust board.

The State Office of Archeology and Historic Preservation will be deeply involved with the local citizens on a one-to-one basis. The Service, the trust board, and the State Office of Archeology and Historic Preservation will need to work together closely to assist owners of historic properties in obtaining special grants for preservation.

APPENDIX

92 STAT. 3508

PUBLIC LAW 95-623—NOV. 10, 1978

EBEY'S LANDING NATIONAL HISTORICAL RESERVE

Sec. 508. (a) There is hereby established the Ebey's Landing National Historical Reserve (hereinafter referred to as the "reserve"), in order to preserve and protect a rural community which provides an unbroken historical record from nineteenth century exploration and settlement in Puget Sound to the present time, and to commemorate—

Establishment
16 USC 461 note.

(1) the first thorough exploration of the Puget Sound area, by Captain George Vancouver, in 1792;

(2) settlement by Colonel Isaac Neff Ebey who led the first permanent settlers to Whidbey Island, quickly became an important figure in Washington Territory, and ultimately was killed by Haidahs from the Queen Charlotte Islands during a period of Indian unrest in 1857;

9 Stat. 496; 10
Stat. 158, 305.

(3) early active settlement during the years of the Donation Land Law (1850-1853) and thereafter; and

Comprehensive
plan.

(4) the growth since 1883 of the historic town of Coupeville. The reserve shall include the area of approximately eight thousand acres identified as the Central Whidbey Island Historic District.

(b) (1) To achieve the purpose of this section, the Secretary, in cooperation with the appropriate State and local units of general government, shall formulate a comprehensive plan for the protection, preservation, and interpretation of the reserve. The plan shall identify those areas or zones within the reserve which would most appropriately be devoted to—

(A) public use and development;

(B) historic and natural preservation; and

(C) private use subject to appropriate local zoning ordinances designed to protect the historical rural setting.

Transmittal to
President of the
Senate and
Speaker of the
House.

(2) Within eighteen months following the date of enactment of this section, the Secretary shall transmit the plan to the President of the Senate and the Speaker of the House of Representatives.

(c) At such time as the State or appropriate units of local government having jurisdiction over land use within the reserve have enacted such zoning ordinances or other land use controls which in the judgment of the Secretary will protect and preserve the historic and natural features of the area in accordance with the comprehensive plan, the Secretary may, pursuant to cooperative agreement—

Management and
administration.

(1) transfer management and administration over all or any part of the property acquired under subsection (d) of this section to the State or appropriate units of local government;

Assistance.

(2) provide technical assistance to such State or unit of local government in the management, protection, and interpretation of the reserve; and

Grants.

(3) make periodic grants, which shall be supplemental to any other funds to which the grantees may be entitled under any other provision of law, to such State or local unit of government for the annual costs of operation and maintenance, including but not limited to, salaries of personnel and the protection, preservation, and rehabilitation of the reserve except that no such grant may exceed 50 per centum of the estimated annual cost, as determined by the Secretary, of such operation and maintenance.

Lands and
interests,
acquisition.

(d) The Secretary is authorized to acquire such lands and interests as he determines are necessary to accomplish the purposes of this section by donation, purchase with donated funds, or exchange, except that the Secretary may not acquire the fee simple title to any land without the consent of the owner. The Secretary shall, in addition, give prompt and careful consideration to any offer made by an individual owning property within the historic district to sell such property, if such individual notifies the Secretary that the continued ownership of such property is causing, or would result in, undue hardship.

Administration.

Lands and interests therein so acquired shall, so long as responsibility for management and administration remains with the United States, be administered by the Secretary subject to the provisions of the Act of August 25, 1916 (39 Stat. 535), as amended and supplemented, and in a manner consistent with the purpose of this section.

16 USC 1 et seq.

(e) If, after the transfer of management and administration of any lands pursuant to subsection (c) of this section, the Secretary determines that the reserve is not being managed in a manner consistent with the purposes of this section, he shall so notify the appropriate officers of the State or local unit of government to which such transfer was made and provide for a ninety-day period in which the transferee may make such modifications in applicable laws, ordinances, rules, and procedures as will be consistent with such purposes. If, upon the expiration of such ninety-day period, the Secretary determines that such modifications have not been made or are inadequate, he shall withdraw the management and administration from the transferee and he shall manage such lands in accordance with the provisions of this section.

Determination
and notification.

Withdrawal.

(f) There is hereby authorized to be appropriated not to exceed \$5,000,000 to carry out the provisions of this section.

Appropriation
authorization.

93 STAT. 666

PUBLIC LAW 96-87--OCT. 12, 1979

92 Stat. 3507.
16 USC 461 note.

(k) Section 508(d), re: Ebey's Landing National Historical Reserve, is amended by changing "with donated funds" in the first sentence to "with donated or appropriated funds".

THE CONCEPTUAL PLAN

As its part of preparing a joint comprehensive plan, required by P.L. 95-625, the Ebey's Landing National Historic Reserve Planning Committee identified objectives for the three use areas: public/development, historic and natural preservation, and private use, subject to appropriate local ordinances. Within these areas, the committee further identified features and zones--by significance and need--requiring preservation attention. The committee's concern for local management resulted in its proposal for the creation of a trust board for the reserve. Following is a conceptual plan written by the committee which the National Park Service fully considered in preparing the National Historical Reserve plan for submission to the Congress.

I. THE EBEBY'S LANDING NATIONAL HISTORICAL RESERVE

For both the Planning Committee and the National Park Service, "National Reserve" was a new planning concept. The term is briefly defined in Park Service guidelines which note that a special intergovernmental partnership is formed around an area to be protected. Planning, implementation and management is a joint effort between federal, state and local governments.

The conceptual plan for the Ebey's Landing Reserve revolves around the spirit and intent of the legislation as well as local citizens' desires to maintain a viable working community. The continuing productivity of agricultural and forest resources is important to the community. The cultural setting of Coupeville possesses an important and interdependent relationship to the surrounding rural area. Urban growth must be guided to avoid encroachment on scenic, historic and natural areas.

The overall goal of the committee is: "To develop a plan for the protection, preservation and interpretation of the Reserve".

In order to achieve this goal, three special areas of consideration have been identified and defined in order to set objectives for the plan. Included are objectives for:

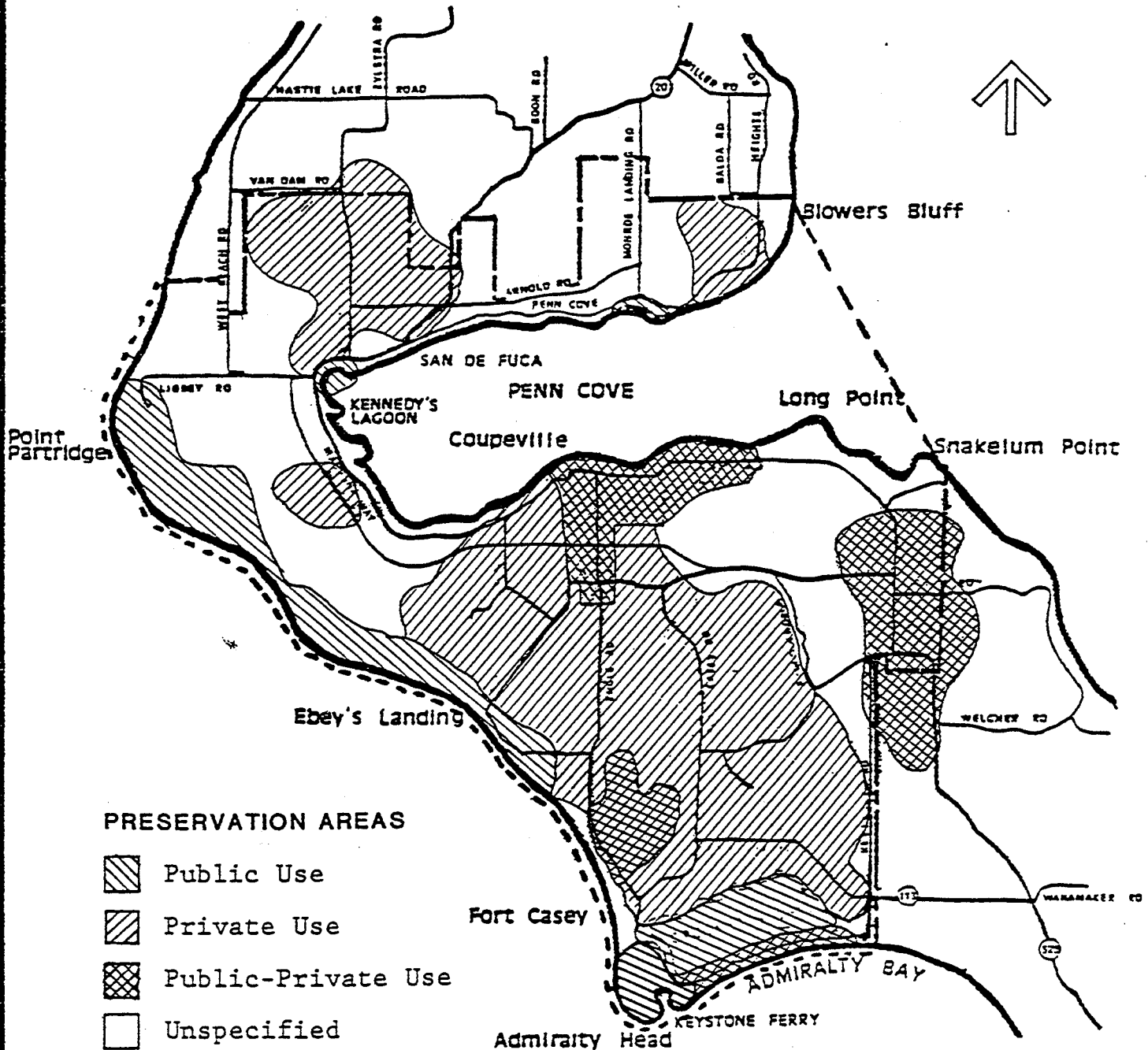
1. Public Use and Development
2. Natural and Historic Preservation;
3. Private uses subject to local zoning controls to protect the historical rural setting.

Each area of concern is amplified herein and expresses the community's intent as to how the Reserve will be compatible with local community desires.

GOAL:

To formulate a comprehensive plan for the protection, preservation, and interpretation of the Reserve. The plan shall identify those areas or zones within the Reserve which would most appropriately be devoted to PUBLIC USE/DEVELOPMENT, HISTORIC AND NATURAL PRESERVATION AND PRIVATE USE, SUBJECT TO APPROPRIATE LOCAL ORDINANCES.

EBEY'S LANDING NATIONAL HISTORICAL RESERVE



PUBLIC USE/DEVELOPMENT

Definition:

Public use areas are those areas within the Reserve that the general public may have access to, whether privately or publicly owned. Sites designated "public use" have historic and natural value. They have potential as primary recreational areas because of this combination of assets.

Objectives:

1. Provide views of private lands that contribute to the rural and historic significance of the Reserve, without encroachment on private property.
2. Public uses should be controlled to protect the natural characteristics of the landscape and rural lifestyle of the people within the area.
3. Expand opportunities for public enjoyment and recreational uses which do not overload amenities or exceed the natural holding capacity of the land. Ownership and management by appropriate private groups should be actively sought.
 - a. Provide structured tourist activities that will provide maximum involvement and appreciation at minimum environmental cost.
 - b. Appropriately scaled activities should be sought on a site specific basis. Day use activities should be given priority over overnight activities. Impacts on the character of the affected portion of the reserve should be studied prior to establishment of new visitor use or activities.
 - c. Provide attractive alternatives to the use of private automobiles within the Reserve to decrease the demand for auto-oriented facilities and subsequent impacts. Provide incentives to use these alternate means of transport. Bicycle, pedestrian, and equestrian trails should be developed. Development of bus and walking tours should be encouraged. Parking should be located where visual impact is or can be minimized.

HISTORIC AND NATURAL PRESERVATION

Definition:

Historic:

Areas defined as specific sites or locations that are significant to events or people associated with the history of the area.

Natural:

Areas defined as areas possessing unique physical features which remain relatively untouched by human activity.

Objectives:

1. Open space should be preserved in key natural and historic areas.
2. Encourage infilling of existing developing areas should continue to be developed in order to preserve designated key historic and natural areas.
3. Coupeville should be recognized as a historic town with natural and cultural resources that are supportive of the integrity of the Reserve.
4. Every effort should be made to save historic buildings and sites, including exploration of various means of restoration and maintenance and the establishment of a revolving fund.
5. Vistas in natural and historic areas should be protected.
6. Signing should be carefully designed and located so that the goals of the Reserve's objectives are protected. Signing and advertising should reflect the purposes of the reserve concept.

PRIVATE USE SUBJECT TO APPROPRIATE LOCAL ORDINANCES

Definition:

Private use areas are privately owned properties subject to local land use and design controls to which there is no physical public access.

Objectives:

1. Work to maintain the viability of the existing farming and rural community.
 - a. Utilize laws and ordinances to protect future operation of agricultural and rural activities from threats due to incompatibility or encroachment of potential urban or residential growth, i.e., noise, odor, pets, trespass.
 - b. Work on long range solutions to the economic burdens placed on farmers created by tax structures and development pressures.
2. Develop local controls that protect valuable natural and historic sites and open spaces. These controls should respect the economic constraints of property owners.
 - a. Establish priorities for vital physical resources in order to limit areas of rigid control but which assure protection of the most vital historic natural areas.
 - b. A concerted effort should be made to encourage private property owners to preserve historic sites, structures and scenic corridors.
 - c. Appropriate zoning design review guidelines should be developed to assure that private uses are compatible with the objectives of the Reserve.

Assure that the Town and County planning efforts are coordinated and overlapping areas of concern are jointly addressed.

3. Density trade-offs should be encouraged for preserving open space. Clustering of development should be considered in wooded areas, or where planning and design characteristics will minimize impact, particularly on marginally productive agricultural land.
4. Development should be placed where public utilities and services are available. High quality development should be encouraged.
5. Protect options and opportunities of the local business community.
6. Emphasis should be given to local control of the Reserve including the establishment of a local Trust Board to oversee maintenance and operation of the Reserve.

II. PRESERVATION AREAS

Refinement of these objectives into identifiable planning areas was accomplished by grouping of overlapping concerns. Underlying the entire preservation planning effort are the comprehensive plans for the Town of Coupeville and Island County. These documents provide planning policy and suggested patterns of land use which are generally supportive of the Reserve's preservation objectives.

It is necessary, however, to augment previous and current planning efforts by highlighting those locations within the Reserve which are most significant, deserving of special preservation attention. Objectives for the Reserve, therefore, when applied to the unique resources of the land. Some locations having a particular value for historic-natural preservation, protection or interpretation were found suitable for public use. Certain existing private uses were identified as making an important contribution to the historic-natural character of the Reserve.

A few locations within the Reserve could meet public use objectives whether publicly or privately owned because of their unique historic-natural characteristics. Included are historical, commercial buildings which are privately owned yet cater to the general public.

It is important to note that all of the significant preservation areas have a high natural or historic value which is essential to the integrity of the Reserve. The following map illustrates the general preservation areas within the Reserve which meet the objectives of the plan.

Areas meeting the objectives of the plan are illustrated and defined as:

- A. Public Use Areas:
Lands meeting historic/natural preservation objectives and possessing potential for public use.
- B. Private Use Areas:
Lands meeting historic/natural preservation objectives that are best suited for continuous private use.
- C. Public/Private Use Areas:
Lands which meet historic/natural preservation objectives and possess value for both public and private use.
- D. Undesignated Unspecified Areas:
All other land and water areas which are managed by underlying building, zoning, and shoreline management and design review controls to protect the rural character of the Reserve. These areas are not intended to be the focus of appropriations authorized by the reserve legislation and shall not be subject to historic design review unless a substantial development proposal is proposed. Substantial developments would include all activities requiring an environmental evaluation under the Washington State Environmental Policy Act (i.e., major actions including rezones, large subdivisions, shoreline management substantial development permits, etc.) and the National Environmental Policy Act. Otherwise, all normal building activity within these areas would be exempt from local, state, and/or federal historic review. Guidelines of all government agencies incorporating such reviews should be amended to implement these objectives..

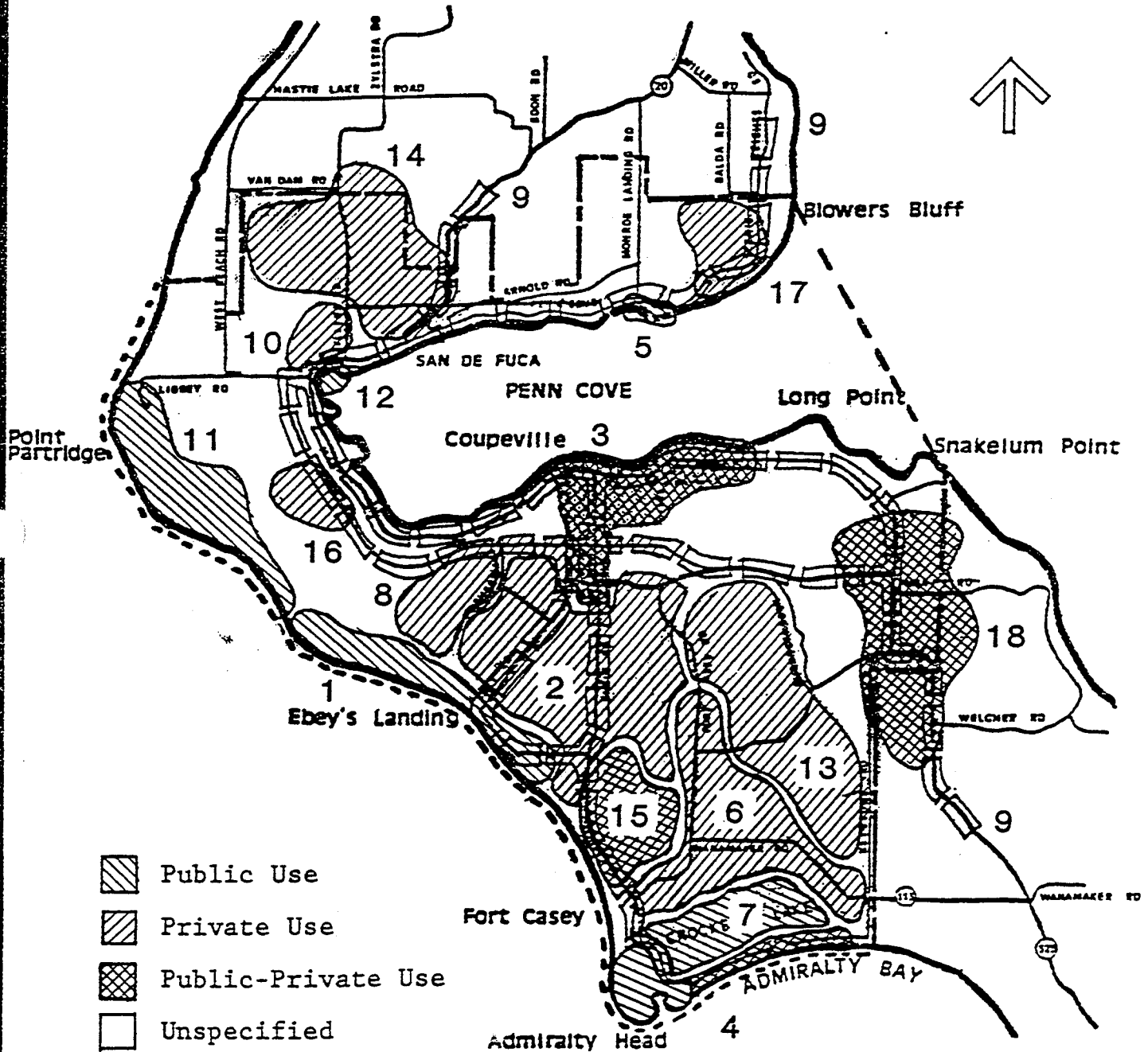
III. PRIORITIES - IMPLEMENTATION

The following matrix (Table I) and accompanying map (Figure III) illustrate specific locations within the identified preservation areas worthy of special management consideration to meet the plan's objectives. These locations are listed in order of priority noting the particular objectives sought, the characteristics of the site(s) and options for implementation and management.

The use of public funds to acquire development right interests in land combined with special development controls are recommended as the main mechanisms to implement the plan¹. It is anticipated that some landowners may choose to sell all or part of the development rights on their property in exchange for contractual zoning agreements which will maintain specified uses of property. Zone changes for historic preservation purposes will involve federal and local government participation and should only be used with adequate compensation to property owners.

PRESERVATION PRIORITIES

EBEY'S LANDING NATIONAL HISTORICAL RESERVE



PRESERVATION PRIORITIES
EBEY'S LANDING NATIONAL HISTORICAL RESERVE

SITE IDENTIFICATION	PUBLIC USE	NATURAL/HISTORIC PRESERVATION	PRIVATE USE	LOCAL CONTROL	CHARACTERISTICS	MANAGEMENT OPTIONS
1 EBEY'S LANDING - PEREGO'S BLUFF & LAKE - HILL ROAD	●	●			Historic landing, beach, Bluff's Lake; wooded open space; development limits-slopes, high water table.	Park and rural uses; shoreline management controls; design review; public acquisition of beach trails; public accommodations. Designation as shoreline of statewide significance.
2 EBEY PRAIRIE AND VALLEY SIDES		●		●	Scenic-historic farm and open space; productive & marginal ag land; some residential; development limit-high water table.	Maintain agricultural use of bottom lands; design review; purchase development rights/scenic easements; rural use; cluster development.
3 TOWN OF COUPEVILLE	●	●		●	Small town; county seat; nucleus of reserve; numerous historical sites; public services; some development limits (noise, soils, slopes). Key open spaces; limited public services.	Design review; clustered and planned unit development; appropriately scaled, low-key visitor accommodations and activities; beach improvements; limited moorage; establish revolving fund; purchase key open space development rights.
4 FORT CASEY - KEYSTONE SPIT - CASEY CAMPUS	●	●		●	Natural cobblestone beach; historic fort now park; ferry landing; development limits-noise, high water table.	Design review; land use controls consistent with development limitations and shoreline management considerations; recreational development and visitor accommodations; maintain public tidelands for public use.
5 MONROE'S LANDING	●	●			Site of Indian settlement; historic home; wetlands; natural accretion beach; boat ramp; development limits-wetlands.	Land use and shoreline management controls; design review; acquisitions for public recreation use and historic interpretation.
6 CROCKETT PRAIRIE		●		●	Scenic open space; historic farm & blockhouse; watershed; development limits-noise, high water.	Design review; maintain ag use on bottom land; rural use on valley sides; purchase development rights/scenic easements; cluster development; model historic farm and restoration of blockhouses and stockade.

PRESERVATION PRIORITIES

EBEY'S LANDING NATIONAL HISTORICAL RESERVE

SITE IDENTIFICATION	PUBLIC USE	NATURAL/HISTORIC PRESERVATION	PRIVATE USE	LOCAL CONTROL	*CHARACTERISTICS	MANAGEMENT OPTIONS
7 CROCKETT LAKE	●	●			Key waterfowl habitat & fluctuating water level; wetland; open space.	Rural use and shoreline management controls; design review; purchase as game reserve; recreational use.
8 J. EBEY UPLANDS/RIDGE		●		●	Wooded; open space forming visual edge; some ag land.	Screened, rural use; maintain ag use; design review; land use controls; purchase timber and development rights/scenic easements.
9 SCENIC ROUTES	●	●		●	Scenic views & vistas; natural vegetation; some development limitations (SR 20, Parker-Madrona-Penn Cove, Engle-Ebey-Hill, Main St.).	Designate scenic roads; special corridor design controls and road improvement standards; highway wayides & interpretive signing; purchase greenbelt easement; plant trees.
10 GRASSER'S HILL		●		●	Scenic open space; development limitations.	Rural use; cluster development; shoreline management and design controls; purchase development rights/scenic easements for open space area.
11 FT. EBEY - PT. PARTRIDGE	●	●			Scenic area; County & State Park; historic fort site; wildlife habitat; limited recreational access; steep slopes; limited water.	Designation as shoreline of statewide significance; low intensity recreational development; shoreline management controls; diverse recreational area; careful forest management; interpretation.
12 GRASSER'S LAGOON	●	●			Natural wetland & wildlife habitat; historic site (mill); limited flushing.	Low intensity recreational use; shoreline management controls; purchase development rights; maintain clam beds.
13 CROCKETT UPLANDS		●		●	Forested ridge; visual edge to prairies; some residential use; development limits-noise, watershed.	Screened, rural use; design review; land use controls; purchase timber and development rights/scenic easements.
14 SAN DE FUCA - WEST BEACH UPLANDS		●		●	Open space; ag land (specialty crops); historic settlement; soil limitations.	Maintain ag use; design and land use controls; clustered residential development; purchase development rights; scenic easements for key views & vistas.

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SITE IDENTIFICATION	PUBLIC USE	NATURAL/HISTORIC PRESERVATION	PRIVATE USE LOCAL CONTROL	* CHARACTERISTICS	MANAGEMENT OPTIONS
15 FT. CASEY UPLANDS	●	●	●	Views & vistas; open space; soil limitations.	Maintain agricultural use; screened, rural use; design review; land use controls; purchase development rights/scenic easements.
16 KETTLES		●	●	Unique geological features; natural scenic open spaces & views; slope; soils limitations.	Recreational use based on limitations; purchase scenic easement for greenbelt and view sheds; wayside stops; interpretive signs.
17 BLOWER'S BLUFF AND UPLANDS		●	●	Scenic open space; upland ag land.	Maintain ag use; design and land use controls; clustered residential development; purchase development rights/scenic easements.
18 SMITH PRAIRIE	●	●	●	Parks; game farm; O.L.F.; manufacturing use & rural use; ag uplands; noise and soil limitations.	Low intensity uses with design controls and screening/ support open space compatible with OLF Coupeville; purchase scenic easements of key views.

Maintenance of special zoning agreements should be the primary responsibility of landowners and local government officials, with federal intervention only in exceptional situations. Public lands will be managed by appropriate government agencies in accordance with the objectives of the Ebey's Landing National Historical Reserve Comprehensive Plan.

Local zoning, particularly cluster zoning concepts, are conventional tools which are recommended to protect the public welfare and guide future development into locations consistent with the overall comprehensive plans of Island County and Coupeville. The Historic/Cultural element of the Island County Shoreline Management Program also contains specific goals and policies which are to be used to guide development in the historic waterfront areas².

It is further recommended that guidelines established under "Shorelines of Statewide Significance" be explored and possibly applied to selected waterfront areas of national significance in the Reserve³. Thus, coastal and comprehensive planning guidelines will serve to accommodate growth while preserving the historical integrity of the Reserve.

1. The Ebey's Planning Committee explored a variety of less than fee simple purchase techniques to preserve open space. Included were concepts such as transferable development rights; zero based property tax in exchange for open space leasing; purchase of scenic easements; purchase-leaseback arrangement, etc. It is the intent of this plan to utilize such techniques if found to be economically and technically acceptable in meeting the objectives of the Reserve.
2. Island County Shoreline Master Program, 1975, p. 47.
3. *ibid.*, p. 75

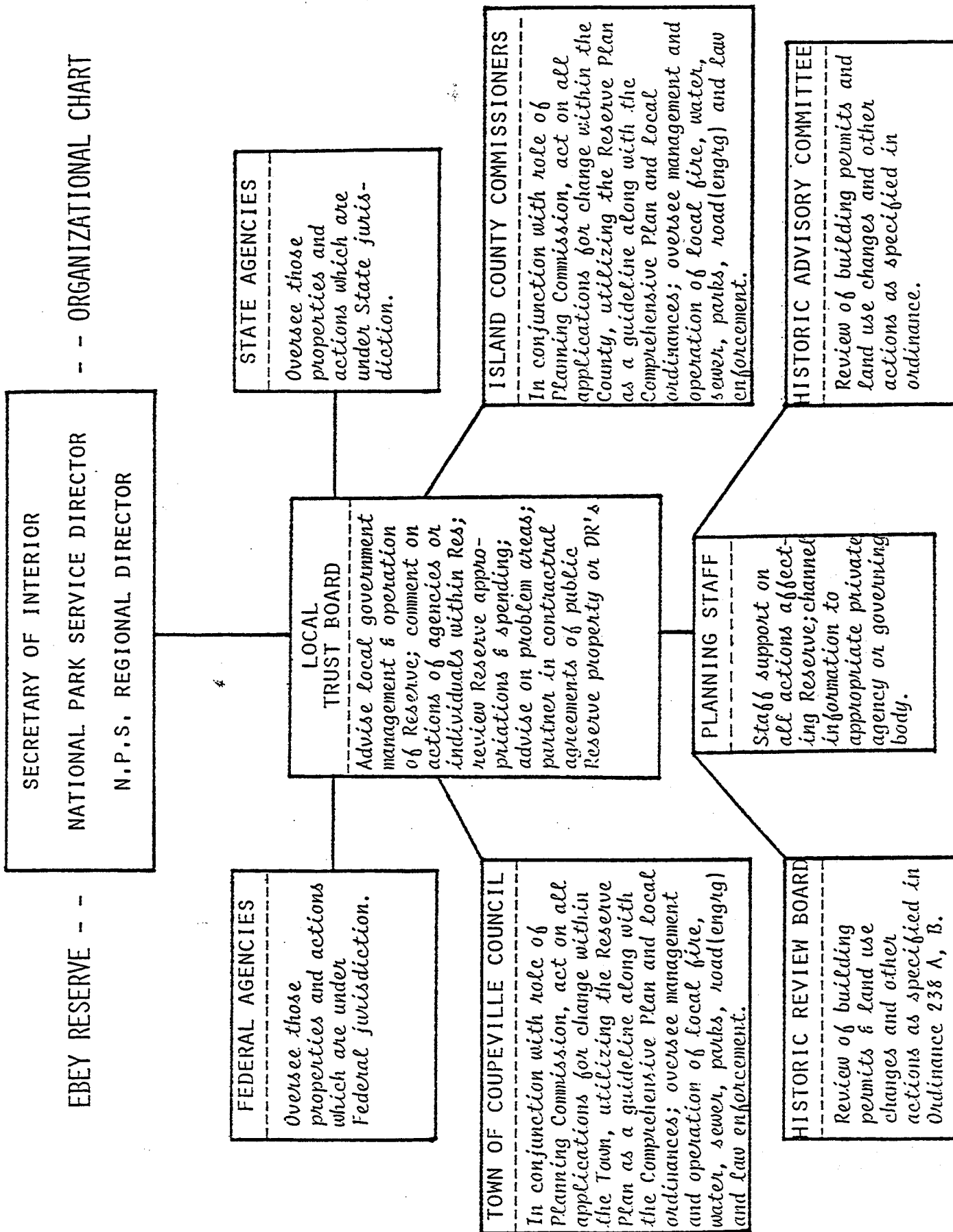
IV. EVALUATION, MANAGEMENT AND COORDINATION

FUNCTION OF A TRUST BOARD

Establishment of a "Trust Board" is recommended to provide continuity and coordination of Reserve management.

The Trust Board is designed as a committee comprised primarily of local citizens with state and federal representation. The specific membership recommended is three representatives of the Town of Coupeville, selected by the Mayor with Town Council approval; three representatives of Island County residing within the Reserve and one at-large Island County representative; selected by the Island County Commissioners; two representatives from appropriate Washington State agencies, selected by the Governor; and one member representing the U.S. Department of Interior. All members are selected from nominations submitted to and approved by the Secretary of the Interior.

Responsibilities of the Trust Board shall be limited to advising local, state and federal government officials on policy matters relating to the implementation and operation of the Reserve. They are to conduct Reserve plan reviews concurrent with reviews of the Island County and Town of Coupeville Comprehensive Plans.



INTERAGENCY ORGANIZATION

Coordination of the many activities within the Reserve is dependent on coordination between the numerous agencies involved. Figure IV illustrates the organizational framework suggested for the Reserve management.

It is anticipated that the Department of the Interior, National Park Service, will actively participate in the initial implementation stages of the Reserve. The Trust Board will consult with and receive staff support from National Park Service Reserve Manager during this period.

Once implemented, maintenance and operation of the Reserve will primarily be the responsibility of local and state agencies (i.e. Coupeville, Island County, Washington State Parks and Recreation Commission). It is recommended that the Reserve Manager's role would then be transferred to a local reserve coordinator employed by Island County to support the Trust Board and coordinate activities among various agencies involved. Operational grants administered by the Department of the Interior, National Park Service, will be used to support local governmental participation in the program.

CONCLUSION

After public review and comment, this plan will become part of a final National Park Service plan for the Reserve that will be forwarded to the United States Congress. Upon federal approval, funds for preservation and acquisition will be appropriated and a major part of the Reserve will begin to take shape.

At the same time, local and state agencies will be working to coordinate other programs, such as design review standards and shoreline designations, needed to complete the Reserve package.

Once the initial Reserve is established, its management may become the responsibility of a local or state agency, with periodic federal grants contributing to the operational budget. In addition, technical assistance in management, protection, and interpretation will be available from federal agencies. Hopefully, additional acquisition funds will become available to protect other threatened lands as they become more valuable to the Reserve as a whole in the future.

Continuous cooperation of the various federal, local and state agencies involved in creating the Reserve will ensure that the Ebey's Landing National Historical Reserve will serve the entire nation as an important living historical account of 19th Century Pacific Northwest life and yet remain an economically viable community as well.

Brief of the Island County Comprehensive Plan

The Island County Comprehensive Plan was written in two phases. The first, entitled "Existing Conditions," is a basic inventory of natural and cultural features found within Island County, as well as a documentation of the characteristics posing limitations upon future development. This phase was published in 1974.

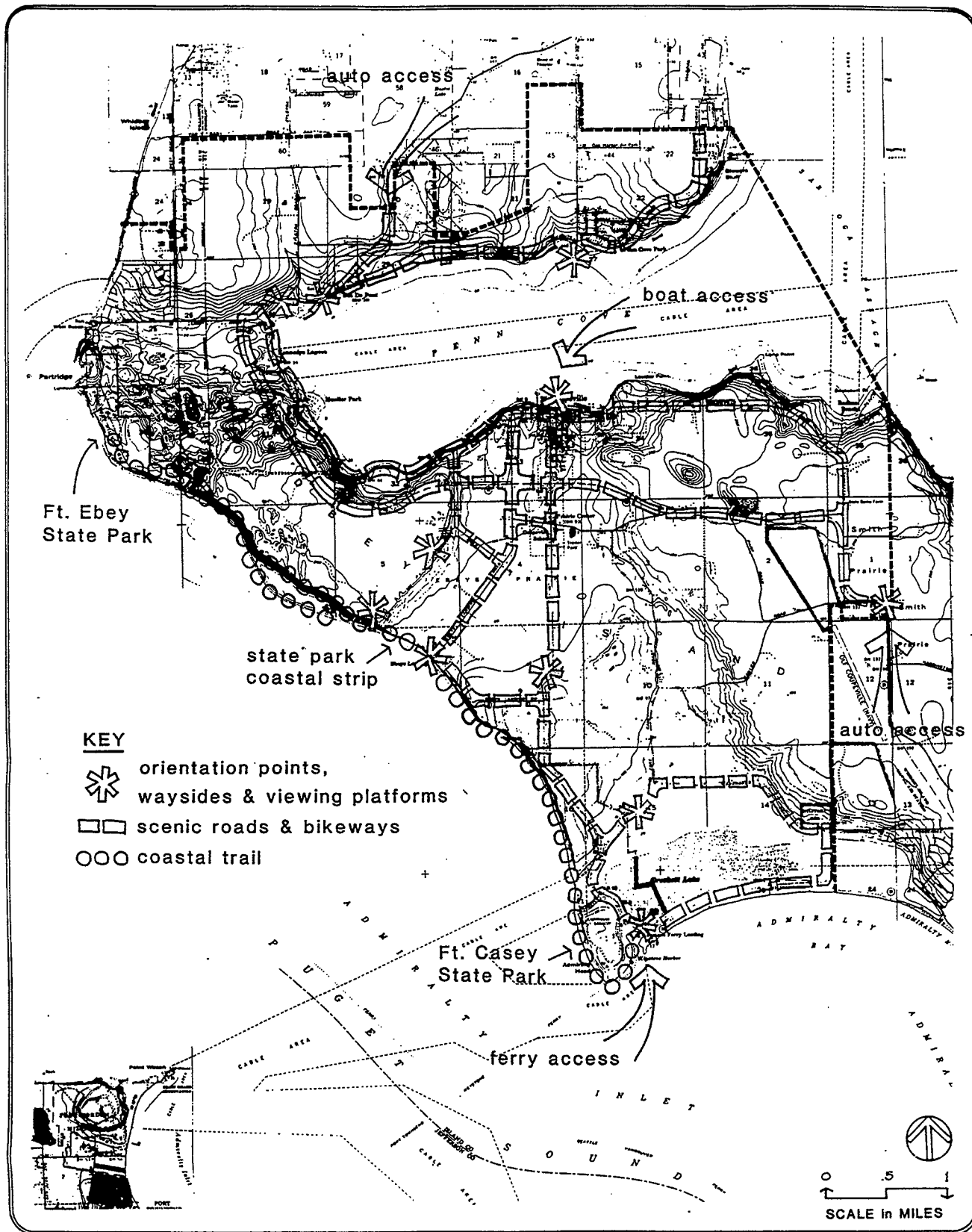
After the first phase was completed, Phase II began which provided planning guidance and recommendations for Island County's growth. It became effective in June of 1977. It provides a basic framework for land-use planning in Island County and recommends the goals, policies, and actions for the ten master planning elements discussed. These master planning elements include: population growth and distribution; environmental quality; natural resources; economic development; housing and residential development; public utilities; parks, open space, recreation; social services; transportation; and government.

In the Phase II section "Optimal Land Use Patterns", the policies behind the master planning elements are further refined. In this section, the lands in Island County are classified according to development intensity, and mapped accordingly. The land-use classifications included are: urban growth areas; commercial areas; light industry areas; residential areas; rural areas; agricultural areas; rural forest areas; federal areas; and park and recreation areas. Of the nine classifications, only four need further discussion, for they present significant implications for development within the open-space areas of Ebey's Landing National Historical Reserve.

The first classification, "residential areas," is defined in the Comprehensive Plan as those housing areas ranging in densities from one to four units per acre or more. Within this classification, a subcategory exists for planned unit residential development with a density of three to six units per acre, provided that centralized sewage systems are developed and large amounts of open space are preserved.

Another classification, "rural areas," also places limitations on development densities. Small farms, woodlots, and residential estate development are designated to be the most compatible use under this category. Development densities within this category are established at a minimum of 2-1/2 to 10 acres per residential unit, but variances from this requirement may be allowed if characteristics of the land, availability of public services, or design of the proposed developments permit. The purpose of the rural areas classification is to preserve open space and provide a buffer zone between high-density urban activities and low-density agricultural/forestry uses.

The classification "agricultural areas," includes lands having soil suited for farming (U.S.D.A. standards--Class II to Class IV soils). The plan sets 20 acres as the minimum desirable parcel size. Areas containing marginally productive soils may be considered as potential rural buffers for farming activities. The minimum range for parcel sizes could be varied to allow for parcels of 10 to 15 acres per dwelling.



EBEY'S LANDING NHR General Development Plan

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A fourth classification, "rural forest areas," includes lands under intensive forest management that serve to enhance the county's natural-resource base. Usually, land parcels under this category are 20 acres and larger and produce marketable timber, although provisions have been made for 5 acre woodlots in the county's plan. Forestry practices such as timber-stand management, sustained-yield harvesting, reforestation, and related operations are encouraged.

Another section of Phase II identifies areas of special concern. Of these areas, "sensitive lands" should be mentioned. Sensitive lands are defined as those lands possessing limitations that require careful judgement and evaluation before making decisions that would convert them to high-density use. Included are aircraft approaches, sensitive ground and surface water recharge areas, developmental hazard areas, natural and conservancy environmental designations of the Shorelines Master Program, and areas of unique vegetative growth and/or sensitive wildlife habitat. It is suggested that residential development within sensitive-land areas be limited to not less than five acres per unit. This low-intensity designation would be supportive of agricultural and forestry uses.

A final section of Phase II discusses implementation. General comments are made concerning how the plan can be used by county officials and planners as a guide in directing the future development of Island County.

Brief of the Coupeville Comprehensive Plan

Coupeville's Comprehensive Plan consists of a series of elements. For each element, a general goal is presented which is further refined by several sets of objectives. In turn, each objective is supported by several policy statements. The planning elements cover traffic circulation; utilities; historic and open space protection; residential, commercial, and industrial development; shoreline preservation; and parks and recreation. Some of the policy statements within the Coupeville Comprehensive Plan should be highlighted because of their pertinence to the Ebey's Landing National Historical Reserve concept.

In the land-use element section, a policy statement is made that urban uses which intrude upon prime farmland, forest, or natural resource areas should be avoided. Another objective calls for development which preserves the character of the landscape and respects natural systems and limitations. This includes avoidance of development in sensitive or critical areas. The land-use element also recognizes the importance of other national, state, and local land-use planning documents, zoning controls and regulations when making land-use decisions.

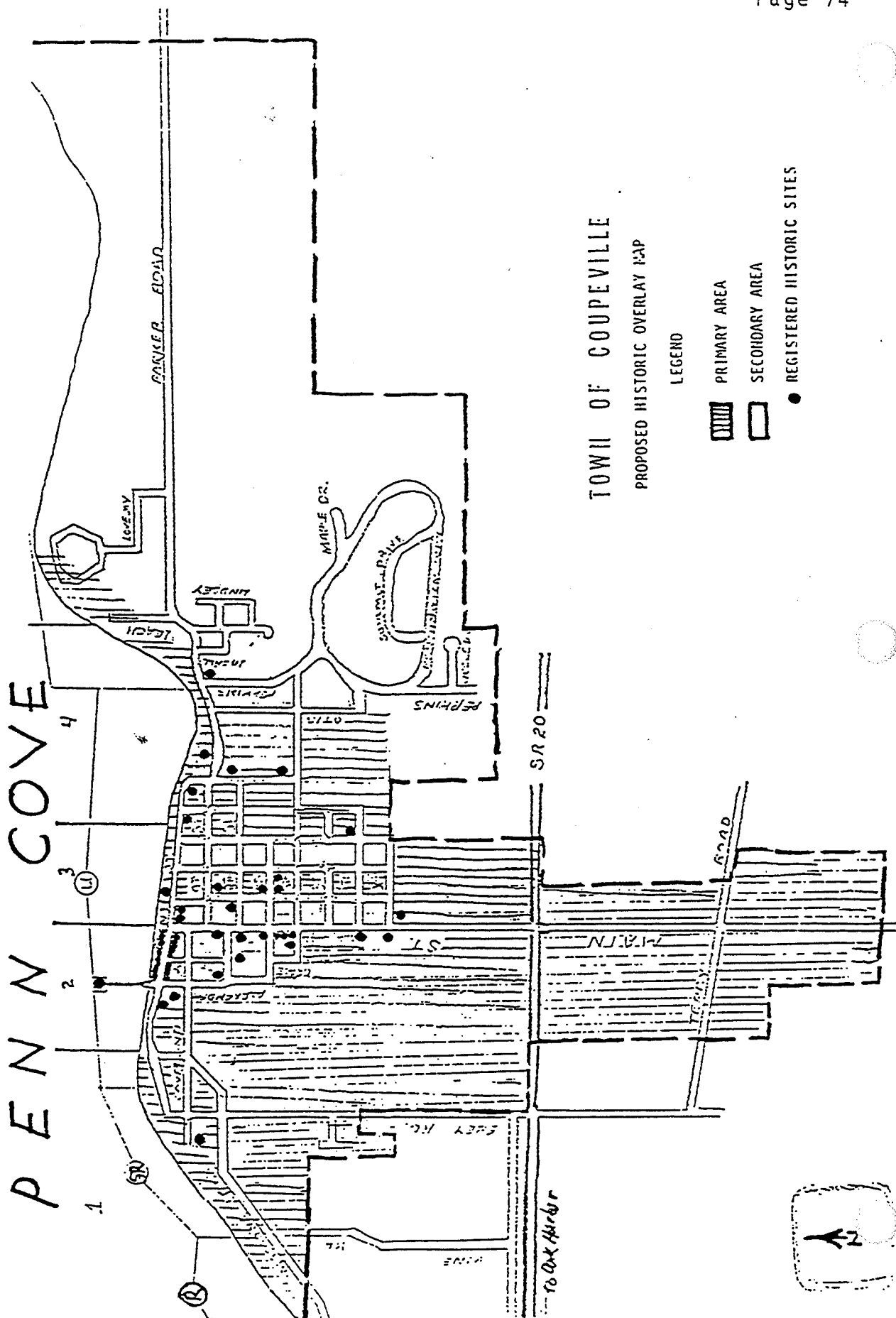
One feature of Coupeville's Comprehensive Plan is the recognition of the need to retain the existing rural and historic characteristics of the town by restricting residential development to areas already developed or platted. This policy indirectly aids in the prevention of the spread of residential development into rural areas.

The Coupeville Comprehensive Plan encourages local officials to have a working knowledge of the various federal, state, local, or private methods for historic and open-space land preservation. It also encourages cooperation among the various government agencies to coordinate public and private recreational facilities and programs.

The Coupeville Comprehensive Plan was adopted in December, 1977. As provided, the plan is due for a revision this year, and every two years hereafter.

TOWN OF COUPEVILLE

HISTORIC
PRESERVATION
GUIDELINES



OBJECTIVES

The purpose of these guidelines is to create a spirit of cooperation and assistance concerning historic building preservation, protection of open vistas, and establishment of a fair and reasonable means to accomplish these objectives.

INTENT

These guidelines are intended to keep the essence of Coupeville's historic and rural character alive and lasting. Each application is considered individually. Flexibility is necessary to fit each specific site and structure in relationship to its surroundings. Development which is compatible and harmonious with those identified characteristics of this small town is encouraged.

Nothing in these guidelines shall be construed to prevent the ordinary maintenance or repair of any exterior architectural feature which does not involve a change in design, material, color or outward appearance; nor to prevent the construction, reconstruction, alteration or demolition of such feature which is certified by the Town's Building Inspector as necessary to protect the public from an unsafe or hazardous condition.

These guidelines shall in no case be used by the Review Board to impose upon any property owner any peculiar or undue hardship, nor be so used as to prevent the removal or demolition of any structure which cannot be economically maintained or restored, giving due consideration to all potential uses to which the same might reasonably be put upon restoration by a private property owner.

To relieve the applicant of unnecessary costs or time loss, it is further the intent of the Review Board to provide preliminary comments on design compatibility at an early stage of plan preparation and/or building design.

HISTORIC DESIGN AREAS

PRIMARY AREA - Those areas comprised of designated historic sites, historic plats and key historic open spaces as shown on the map at Town Hall.

SECONDARY AREA - Those areas within Coupeville which are not a part of the Primary Area.

ACTIONS TO BE COVERED

BUILDING PERMITS for demolition, moving, remodeling, additions, restoration, new structures, other (parking lots, signs, etc.) within Primary Areas.

LAND USE CHANGES - zone changes, platting, annexations, shoreline permits, street vacations, variances, conditional uses, etc. within Primary and Secondary areas.

HISTORIC AREA APPLICATION REQUIREMENTS

PRELIMINARY PLANS

To facilitate the approval of plans and avoid unnecessary cost, it is suggested that all applicants bring in rough plans:

1. as early as possible;
2. to the Historic Review Board; and
3. for preliminary discussion.

FINAL PLANS

PRIMARY AND SECONDARY AREA -

1. SITE PLAN must show:
 - a. Any existing or proposed natural features and landscaping.
 - b. Location of proposed and any existing structures and adjacent buildings.
 - c. Parking, loading areas and walkways.
 - d. Outdoor lighting.
 - e. Fences, walls and terraces.
2. PHOTOGRAPHS and other exhibits and reports may be required for adequate determination.

PRIMARY AREA ONLY -

In addition to above requirements --

3. DRAWINGS must show the exterior appearance including:
 - a. walls - material and color(s)
 - b. roof - type, color and material
 - c. detail - material, color and arrangement (windows, doors, trim, stairs and other features in public view)
4. NON-RESIDENTIAL STRUCTURES shall, in addition to the above required information, prepare a plan(s) showing all site improvements or features including:
 - a. signs
 - b. other features within public view.

** FOOTNOTE TO "APPLICATION REQUIREMENTS"

Any change or alteration from the original permit of items subject to review will require another appearance before the HRB.

PRIMARY & SECONDARY AREAS

LAND USE CHANGES

1. Changes in land use or intensity of activity should maintain compatibility with the Historic Preservation District.
2. Plans for new development and structures should provide sufficient open space around historic sites and structures to protect the public view of them.
3. Retention of a maximum amount of open space is desired to protect the small, rural town character. A plan for protecting existing open space within a new development is required to assure visual compatibility with the historic character of the Town. Plans which cluster buildings and activities to protect open space will be given preference in design review.
4. The use of appropriate buffers may be requested to minimize the visual impact of a new development, building or activity.
5. Setbacks and lot coverage, in newly developing areas, should contribute to the overall design of the area and serve to protect open space. In already developed areas, setbacks and lot coverage should vary no more than 10-20% from existing development, unless such action would detrimentally affect a historic site or site conditions warrant special consideration.

LANDSCAPING

1. Landscaping will be considered an important design element in the review of land use changes. Native or traditional vegetation is encouraged.
2. Site or plot plans must show proper consideration for retaining existing trees and geographic features.
3. Fruit trees, hedgerows and appropriate fencing should be used to define the "edge" of Town limits where expansion is not desirable.
4. The maintenance of gardens in residential areas, as was popular throughout Coupeville history, is encouraged.

OFF STREET PARKING

1. Parking and loading areas should be located in an inconspicuous manner.
2. Landscaping (including the appropriate use of berms or fencing) may be required to offset visual impact.

GUIDELINES FOR ALTERATION OR RESTORATION
OF HISTORIC STRUCTURES

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PRIMARY AREA

"Guidelines for Rehabilitating and Preserving Old Buildings, Neighborhoods, and Commercial Areas", Section I (General Guidelines for Rehabilitation), Section II (Checklist for the Application of General Guidelines) and Section III (Commonly Used Terms) will be used by the Historic Review Board in evaluating changes to a designated historic structure.

Copies of this publication are on file at Town Hall for use by historic site owners and interested members of the public.

Guidelines for historic sites and landmarks shall include the following:

A. USE

- a) Encourage the active use of historic structures in an effort to preserve them.
- b) Encourage the restoration of a historic structure by finding a compatible use requiring minimum alterations.

B. ALTERATIONS

- a) Encourage original architecture and distinct craftsmanship to be repaired or authentically duplicated.
- b) Prior alterations to a building or site may have historic significance and should be evaluated before another alteration occurs.
- c) Additions or alteration should be done (if feasible) in such a way that if removed, the original building or site would remain unimpaired.

Guidelines should take into consideration that when dealing with historic areas, new construction should reflect our time and compliment the old, not copy it.

PRIMARY AREAS

HEIGHT AND SIZE

1. The height and size of new structures should be within 10-20% of the average height of adjacent structures unless there are specific conditions which warrant an exception.
2. Height controls in other land use regulations should reflect height traditionally used.

MATERIALS

1. Materials used for new structures should relate harmoniously, with the historic character of the area.
2. Materials used for alterations to existing buildings should be appropriate to that building.

ROOFS AND ROOF RELATED DETAIL

SHAPE

1. Roof shapes, including pitch, should harmonize with the historic character visible in the area.
2. Geodesic, A-frame or free form roofs are to be avoided.
3. Flat roofs are generally inappropriate within residential zones.
4. Roofs should have an apparent edge thickness of at least four (4) nominal inches. A wood shingle starter course for asphalt shingle roofs is advised.

MATERIAL

1. If a new structure is adjacent to a historic structure, material should appear compatible with that originally used on the historic site.
2. Sawn cedar shingles are the most appropriate roofing material and their use is encouraged. Other roofing materials resembling weathered wood roofs may be acceptable.

GUTTERS AND DOWNSPOUTS

1. Gutters and downspouts should be as inconspicuous as possible.

CHIMNEYS

1. Chimney design should be incorporated into, and be compatible with, the roof design. Bright metal and plain concrete block are discouraged.

WINDOWS

1. Windows should be in harmonious relationship to each other and to the structure.
2. Wood frames and trim are encouraged.
3. If aluminum frames are planned, bronze anodized is preferred.

BUILDING COLORS

1. Color choice is a personal and subjective matter for which no simple standard exists. A large selection of appropriate colors is available.

A chart of approved color samples is on file at Town Hall. Other colors may be used after receiving approval of the Historic Review Board.

2. Bright colors and pastels, and high gloss paint are discouraged. The use of one wall color plus one or two trim colors, is suggested. Buildings should be treated consistently on all sides.

ERRATA SHEET
FOR
HISTORIC PRESERVATION GUIDELINES

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MATERIALS:

CHANGE: Composition roofs in dark colors or resembling weathered roofs are preferred. Sawn cedar shingles are appropriate and their use is encouraged.

GUIDELINES POLICY:

ADD # 6 & 7, Objectives II from Coupeville Comprehensive Plan:

6. Guidelines for historic sites and landmarks shall include the following:
 - A. USE
 - a) Encourage the active use of historic structures in an effort to preserve them.
 - b) Encourage the restoration of a historic structure by finding a compatible use requiring minimum alterations.
 - B. ALTERATIONS
 - a) Encourage original architecture and distinct craftsmanship to be repaired or authentically duplicated.
 - b) Prior alterations to a building or site may have historic significance and should be evaluated before another alteration occurs.
 - c) Additions or alteration should be done (if feasible) in such a way that if removed, the original building or site would remain unimpaired.
7. Guidelines should take into consideration that when dealing with historic areas, new construction should reflect our time and compliment the old, not copy it.

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